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ABSTRACT

Conference proceedings survey Australian adult education as organized under voluntary bodies, statutory authorities, universities, state education departments, universities and colleges, agricultural extension departments, the rural youth movement, and colleges of advanced and adult education. First, the need for universal and lifelong continuing education is urged. The rest of the first volume gives enrollment data and other information on the Arts Council of Australia; the Workers' Educational Associations of New South Wales and South Australia; state agencies and authorities in Tasmania, Victoria, Queensland, Western Australia, New South Wales, and South Australia; the Australian National University; the Universities of Sydney, Adelaide, Western Australia, New England, and Queensland; evening colleges in New South Wales; and the Wangaratta Adult Education Centre (Victoria). Volume 2 similarly covers business administration education, management education and development under industrial and other auspices, rural broadcasting, and other activities already listed. Discussions on learning theory, adult education research, and group methods are also summarized. (ly)

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# The Organisation of Adult Education in Australia

PROCEEDINGS OF THE SEVENTH ANNUAL CONFERENCE
AUSTRALIAN ASSOCIATION OF ADULT EDUCATION

Volume I

ADELAIDE, 1967

AC006/103

# THE ORGANISATION OF ADULT EDUCATION IN AUSTRALIA

PROCEEDINGS

OF

THE SEVENTH ANNUAL CONFERENCE

AUSTRALIAN ASSOCIATION OF ADULT EDUCATION

VOLUME I

ADELAIDE, 1967.

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## EDITORIAL NOTE

The seventh annual conference of the Australian Association of Adult Education was held at St. Mark's College, Pennington Terrace, North Adelaide from August 5-10, 1967. The choice of theme - the Organisation of Adult Education in Australia - was influenced by the Australian Universities' Commission's (A.U.C.) recommendation, in its report to the Federal Government of August 1966, that activities such as adult education should be based, either on colleges of advanced education or should be conducted by a state agency appointed for this purpose, as in the State of Victoria. At the time of the conference the Federal Government had neither accepted nor rejected the A.U.C.'s advice. Its mind was open. The Government has since stated that where Universities are currently providing adult education programmes they will continue to receive Commonwealth support, though the question of the level of courses, and presumably the level of support, will be subject to discussion between the Universities and the A.U.C.

In view of the A.U.C.'s challenge to the pattern of adult education in the states of New South Wales, South Australia and Western Australia where the universities have for more than forty years conducted adult education courses, the executive of the Association thought it would be helpful to provide a forum where the main adult education agencies in Australia could speak about their purposes and programmes. As a consequence, this conference, more than any before it, had a great variety of organisations represented. Everyone present seemed to think well of the interchange of ideas that was thus made possible: e.g. agricultural extension officers exchanged ideas with principals of state education department centres, university adult educators listened with interest to training officers in industry, a principal of tertiary college told all of us how he saw his institution playing its part in the future pattern of adult education services.

In order to keep these proceedings to a manageable size each organisation was asked to limit its contribution to 3000 words and most were able to so contain themselves. After the main papers were introduced conference members, at most sessions, were split into small groups for discussion purposes. It has not been possible, for reasons of space, to include a report from each group but a brief summary of their thoughts will be found.

Attending to the detailed arrangements of the conference and editing these proceedings has needed the co-operation of many people. I should particularly like to thank for their considerable help Douglas Lillecrapp of the Education Department, and my colleagues Colin Lawton and Ian Hanna, particularly the latter who has undertaken more than a fair share of the editorial work.

J. W. Warburton

Editor

# TIMETABLE

AUGUST, 1967

Saturday, 5th

11 a.m. Visit to Barossa Valley Vineyards, & Barbecue
Organiser: S.J. Rooth

8 p.m. Official Opening by the Minister of Education for South Australia The Hon. R.R. Loveday, M.P.
Presidential Address
'Adult Education - Whose Responsibility?'
Prof. W.G.K. Duncan
Chairman: Dr. D.W. Crowley

Sunday, 6th

10.30-11.30 a.m. Preliminary meeting of Syndicates A.B.& C.

2-5 p.m. 'Voluntary Bodies in Adult Education'
Discussion Opener: G. Shipp
Chairman: A.J.A. Nelson

7.30 p.m. 'Statutory Authorities in Adult Education'
Discussion Opener: I. Hanna
Chairman: C. Howard

Monday, 7th

9 a.m.-12.30 p.m. 'Universities in Adult Education'
Discussion Opener: F.V. Bitmead
Chairman: E.H. Jones

2-5 p.m. 'State Education Departments in Adult Education'
Discussion Opener: A.W. Jones
Chairman: J.W. Warburton

6 p.m. Reception at Staff Club, The University of Adelaide

Tuesday, 8th

9 a.m.-12.30 p.m. 'Adult Education in Industry'
Discussion Opener: J. Martin
Chairman: M.H. Bone

2-5 p.m. Visits to Adult Education Institutions, or Syndicates A, B & C

7.45 p.m. 'Agricultural Extension & Adult Education'
Discussion Opener: Prof. D. Williams
Chairman: Prof. J.A. Prescott

Wednesday, 9th

9 a.m.-12.30 p.m. Visits to Adult Education Institutions, or Syndicates A, B & C

7.45 p.m. 'Colleges of Advanced Education & Adult Education'
Discussion Opener: Dr. S.I. Evans
Chairman: J.L.J. Wilson

Thursday, 10th

9 a.m.-12.30 p.m. Annual Meeting of the A.A.A.E.

# 1. ADULT EDUCATION - WHOSE RESPONSIBILITY?

## PRESIDENTIAL ADDRESS

by W.G.K. DUNCAN,
PROFESSOR OF POLITICS,
UNIVERSITY OF ADELAIDE.

### Introduction

My function, I take it, is to act simply as a curtain-raiser: to speak about the field of adult education in general terms, (its range and scale, its varied forms and general significance), and, in particular to ask who should be responsible for its promotion and development. It is easy enough, as I hope to show in a moment, to make a case for adult education; the real problem, as Hartley Grattan put it years ago "is not so much to demonstrate that adult education is a vital necessity, as it is to get more people to accept and act upon one or another of the several arguments advanced". (In Quest of Knowledge, (1955), p. 10).

"A vital necessity" - that is the language, you'll remember, of the famous '1919 Report' of the British Ministry of Reconstruction. Nearly fifty years ago it stated "that the necessary conclusion is that adult education must not be regarded as a luxury for a few exceptional persons here and there, nor as a thing which concerns only a short span of early manhood, but that adult education is a permanent national necessity, an inseparable aspect of citizenship, and therefore should be both universal and lifelong".

"Universal and life-long" - how can we get people, especially our educational authorities, to "accept and act upon" such a finding? Take one small, but to my way of thinking, a very important part of the field - the role of the Universities. The 1919 Committee reported: "If adult education is to receive its fair share of the increasing revenue administered by Universities, it must cease to be considered ..... as a mere appendage to the work of the Universities, for which provision is made only when all other needs are satisfied, which is the last to be increased when fresh expenditure is contemplated and the first to be curtailed when economies are being introduced. It must be treated in the matter of finance as what the Report of the Royal Commission on University Education in London declared it to be, 'one of the most serious and important of the services' provided by the University."

Similar statements can be found in the reports of the U.K. University Grants Committee. In both 1947 and 1948 it reiterated its view that "the extramural work of a university should be regarded not as a service rendered for the convenience of external bodies, but as a necessary and integral part of its normal activity". A necessary, and integral part of a University - and yet our Australian Universities Commission has recently advised the Commonwealth Government to cease, as from the end of 1969, to subsidize Universities for this purpose, and to leave adult education to other bodies such as Colleges of Advanced Education and statutory bodies, such as the Victorian Council of Adult Education. It was precisely this withdrawal from the field by the Universities in Queensland, Victoria and Tasmania (because of the establishment of a local statutory Board or Council) which Professor Peers (a visiting English authority) deplored as "an abdication of their responsibilities" - as Universities. (In his official report, "Adult Education in Australia" (1950)).

The A.U.C. is, of course, entitled to its own viewpoint. But so also are the Universities, who are concerned to maintain as much autonomy as possible in the policies they pursue, despite their increasing dependence on public monies. And so, also, is the Minister for Education and Science, Senator Gorton, who wisely asked for further advice, before accepting the A.U.C.'s recommendation. No doubt many different views will be expressed during the subsequent sessions of this Conference, but underlying all such differences I am confident there will be sufficient agreement to warn the Minister that the field of adult education is much more varied and complicated than the A.U.C. imagines, and that its importance warrants much more thought and investigation than the A.U.C. deigned to give it.

## Why Adult Education?

What, then, is the case for adult education, and who should be responsible for its provision? I take it, it is not necessary, in this day and age, to make a case for literacy (or what UNESCO used to call "fundamental education"). An illiterate person is both unable to cope with the modern world and its problems, and ill-equipped to enjoy it, by taking full advantage of its cultural opportunities. But "literacy" these days means more than the ability to sign one's name, or to read a newspaper. It means the acquisition of increasingly elaborate technical skills and the attainment of considerable mental and political sophistication.

Take an example: An advanced technology, based on scientific research is becoming increasingly necessary not only for military security but for sustained economic growth, and this in turn, essential to meet

"the revolution of rising expectations" throughout the world. In the developed countries there is an insistent demand for ever-higher standards of living (for a share in the affluence resulting from modern technology), and in the under-developed countries an urgent need for food and employment for the exploding population resulting from applied medical science. The very success of science creates problems which can be solved only be investing still more money and effortin science. Where will it stop?
Lord Bowden, himself a spokesman for science, said recently: "Our whole modern society and all our industries depend on the growth of science, but if science doesn't stop growing soon it will bankrupt the community".

Long before we go bankrupt, the steeply rising costs of scientific research and development (indispensable, remember) will create acute budgetary problems. How much will be left for health and housing and transport, or pensions and welfare services generally? Who is to decide which are the most urgent needs in society? Even within the realm of science itself is radio-astronomy and the search for "quasars" more important than cancer research or the desalination of sea water? Is "prestige" science (this nonsense of getting to the moon first) or "panic" science (such as trying to join the nuclear club, now that China has an H-bomb) more important than trying to stop the pollution of air and water by industrial enterprises, or the reckless use of pesticides, or traffic congestion?

Who is to make these decisions? these choices? this determination of priorities? Laymen who can't even understand the language the scientists use? The scientists, themselves, then - leave it to the experts? Which experts? for they differ among themselves - often vehemently (as about the dangers of nuclear "fall-out", for instance).
In any case, the function of an expert (in a democracy, that is) is to give advice to those who have to take responsibility for action. Because of his specialized knowledge he can speak, with authority, on HOW to attain a certain goal, but this not entitle him to determine what that goal should be. Many scientists don't seem to realize this. They imagine that because they are not grinding their own axes any policy they advocate should be accepted as "above the battle" of controversial politics.

All this grew out of my claim that the literacy needed these days involves far more than elementary education in the three R's. If, on the one hand, something should be done to overcome the scientific illiteracy of the politician (and of the general public to which he is accountable for policy) it is just as important that something be done to overcome the naive views - the political illiteracy of influential scientists.

How is all this sophistication I have in mind to be acquired? Through education? Well, that makes sense only if by education is meant something wider, deeper and far more sustained than what children get at school - even if the schooling system is taken to include colleges and universities. Education, as the 1919 Committee put it, should be both "universal" and "lifelong". It is needed by everyone, not just an elite with high I. Q. 's, and it is needed not only by youngsters who are growing up.
Just why? Basically, because it is possible (and, indeed, essential in a democracy) for people to go on growing, in mental understanding, in aesthetic sensibility and emotional maturity, long after physical growth has stopped.

Everyone needs education (in the sense of enjoying conditions which stimulate growth) from the cradle to the grave. Just as we need food and exercise throughout life for the growth and maintenance of our bodies, so we need education throughout life for the growth of our minds, and the development and refinement of our feelings and sensibility.
Different forms of food and exercise, of course, at different stages of our physical growth, and different forms of education as we grow older, before school, at school and above all after school.

No matter how long we keep children at school (by raising the school-leaving age) or how greatly we improve the quality of teaching within the schools, it is quite impossible to provide young people with all the equipment (the knowledge and skills and interests) they'll need to live a full and satisfying life in the modern world. For one thing, it is a very big and complicated world, and if teachers try to cram into an already overburdened syllabus all that is needed to face and understand this world, they'll more than likely give the children acute mental indigestion - and, even worse, a strong dislike for the whole process of learning.
It is essential that schools should preserve as much as possible of the zest and eagerness and endless curiosity of the children who enter them. (And, I'm confident they do so, nowadays, much more than they did in my schoolboy days. And they can continue to improve only if they leave out quite a number of eminently desirable things from their syllabus of studies.) But if they are left out then, they need to be provided, later on.

Secondly, the modern world is not only big and complicated, it is changing more and more rapidly, so that even if children were kept at school until they were 18, or even 20, by the time they reached the age of 30 or 40, they would find themselves educationally out-of-date. This is clearly the case now, with the great majority of our children leaving school at about 15. And it has serious implications, for by the time people reach their 30's and 40's they have assumed important responsibilities - at work, in the home as parents, and perhaps in public affairs - and if their judgment in such situations is defective the whole community suffers. Just how to keep middle-aged people mentally young and alert is, indeed, one of the greatest educational problems of the times.

But the basic reason why schooling can never be a complete education is the limited capacity of children - all children, even the brightest of them. An individual is simply, and literally, "not all there" while still a child. As Sir Richard Livingstone repeatedly pointed out, many of our most important interests, aptitudes and powers do not develop until we are well on into adult years, and have had some experience of grappling with the world. With the growing tendency towards uniformity and standardization in modern life, many of these interests and powers may never develop fully unless stimulated and directed by education. We certainly cannot rely on the mass media (concerned more with profit than enlightenment) to do this for us. In many people already, such interests and powers have simply atrophied - resulting in impoverished personalities and a weakened community.

If a community were to give more than lip-service to democracy it would have to invest a large proportion of its resources in a comprehensive educational system. It would have to stimulate and provide facilities for all its citizens, throughout their lives, in all their varied interests and needs - at work, at play, in the home, in public affairs. We are a painfully long way from having achieved anything so comprehensive, but some encouraging trends are apparent.

Technical change is now so rapid that "refresher" courses are increasingly provided, to keep even our best-trained people up-to-date. University extension courses are increasingly popular, some of them semi-vocational, but many of them catering for the general interests of people who have come to realize that their professional training was very narrow and one-sided. But the most impressive growth is in the field of libraries and informal adult education - in all its thousand and one shapes and guises. What has been lacking, so far, is the vision and imagination to see the educatinal field, and the services it should provide, as a whole. There has been no real effort towards integration, or balanced development. Integration does NOT mean centralization, or standardization. But it does mean co-ordination of effort, and recognition of the needs, claims and possibilities of different parts of the whole field. Neither libraries nor adult education are recognised as integral parts of the educational system, and no sustained effort has yet been made, here in Australia at least, to exploit the educational possibilities of films, radio and T.V. By a sustained effort I mean more than an occasional stab at the problem. It would involve the investment of considerable sums not only in educational materials of many kinds but in such expensive "overheads" as the careful training of personnel, adequate provision for research and development, and systematic and sustained publicity.

## Whose Responsibility?

Well, whose responsibility is it to provide an adult education service in this comprehensive sense? The answer to this question is really very simple. It is summed up in the title which Alec King, of the University of Western Australia, gave to a little booklet he published way back in 1944, advocating the establishment of Community Centres. He called it "Everyone's Business". Chapter I is called "Educate or be Damned" and his conclusion runs as follows:

> "I never go past a large, very expensive new Girl's Central School in my own city without a feeling of angry exasperation; the money spent on this rather over-elaborate school building would have provided both a school and a community-centre for a district, badly in need of both. In fact, the district needs the community-centre, I believe, even more than the children need the school; for perhaps the main argument of these pages has been that you cannot hope to educate the younger generation in a community of uneducated adults, in a community which has no respect for education, in a community which uneducates the young as fast as they are educated. Education is everyone's business; and we shall get nowhere until we all begin to get sore with ourselves for being so blind to this obvious truth."

I believe this to be profoundly true - that we'll get nowhere (or nowhere that really matters) until we get sore with ourselves for ignoring the fact that education is everyone's business, and that you cannot hope to educate youngsters in a community of uneducated adults, in a community which undoes (rather than builds on) what has been achieved in the schools. Education, like charity, should begin at home - with the parents rather than the children (or, at least, "together with" the children). It seldom occurs to parents (even well-meaning parents who are prepared to make all sorts of sacrifices to give their children a good education) that the best way of getting their children to take "things of the mind" at all seriously is to show that they themselves take them seriously, in their own lives, and can be seen to practise what they preach. What's the point of helping to provide the school their children go to with a good library if there is no free public library locally to sustain their interests once they leave school? And, just as important, do the parents themselves use the library, when there is one available, or is this the sort of thing they show, in their conduct, that adults can do quite well without? But how "well" do they do? even inside their own homes? Parents complain that their children drift away from the home, and an increasingly wide gap of misunderstanding between the generations seems to be developing. But why should children remain content within the home if nothing very interesting happens there, or is even talked about? How interesting are the parents - as people? What interests have they - in which their children can share? or have they stopped growing (except to develop a middle-aged 'spread') and become creatures of routine?

Responsibility for adult education, I would argue, begins with each of us as individual adults. We should clamour and scream for it, as a "vital necessity" just as vigorously as we would if denied food for our bodies. As islolated individuals, of course, we can't get very far. But as organised groups we can both do something for ourselves and quite legitimately bring pressure to bear on public authorities to provide us with the necessary facilities. Starting close to home, again, why doesn't each Progress Association (or some such body) compel its local government authority to establish a free public library, and see to it that it is manned by trained librarians and continually "refreshed" by a new supply of books and journals - and films and prints - and records.

This has already happened in quite a number of places: it is one of the encouraging trends I referred to a moment ago, and once we have a network of such libraries throughout the community we'll have what I regard as an indispensable framework within which to develop adult education. But libraries, though necessary, are not sufficient. Learning is, in many ways, a social process. We need the company of our fellows to sustain and develop our interests; it is the rubbing together of minds which provides half the fun of learning; the clash of different viewpoints that invigorates our minds (even if it doesn't always broaden them).
Adult education therefore needs a "home", an institutional background, the right atmosphere, a breeding ground - call it what you will.
Its devotees shouldn't be forced to suffer miseries of the flesh (in cold, cramped, drab surroundings) as a penalty for trying to explore things of the mind. In America, the public library frequently provides such a "home", and it seems in many ways to be a better

institutional background than the public school, if only because many adults are reluctant to be seen "going back to school".

But adult needs and interests are so varied that no specialized institution, such as a library, can provide all the necessary accommodation, equipment and skilled personnel. This is why Alec King preached the gospel of Community Centres. These were to be places in which all the adults of a particular neighbourhood could discover and fulfil their leisure-time needs and interests. Note the wording: a neighbourhood unit, discover as well as fulfil, their needs as well as their existing interests. King argued that most adults don't regard themselves, and don't want to be treated, as "students" in "classes". They simply want to lead more interesting and more successful lives (and "success" includes, but is not confined to, getting on in their jobs and making more money). Education should therefore be built into our normal, everyday environment. Facilities should be provided to enable people to organize, conduct and feel responsible for the success of, an endless variety of leisure-time interests. This emphasis on local control and rank-and-file participation, King rightly emphasized, is what is meant by "democracy at the grass roots", and is the only genuine cure for the apathy which afflicts most present-day democracies. King's mission failed: the idea of Community Centres has not caught on to any great extent, in Australia, but his whole approach is not only relevant, but challenging, in any discussion of responsibility in the field of adult education.

Just why Community Centres failed to catch on, except in one or two places, either here or in New Zealand, would, I suggest, provide a very rewarding research project. The need for some such institution is so great that some way of meeting it must be discovered, if education is, as King suggests, to be built into our normal, everyday environment. In this connection, I commend to your notice Mr. Ebert's claim that Evening Colleges in N.S.W. are now providing a basis for the development of local, self-governing Community Centres.

It is dangerous, I argued at the outset, to leave the choice of ends, or the determination of policy, in the hands of experts - even highly - trained scientific experts. The same is true of experts in the field of education, and especially true of adult education, or education outside the formal, schooling system. In my opinion it is essential that the content of adult education courses that are offered, and, more broadly, the types of adult education activity that are fostered, should not be left entirely in the hands of expert authorities. Bodies like the W.E.A. and the C.W.A. should not only organize and run their own activities, but should call on such authorities as State Departments of Education and Universities to design and help them conduct, educational programmes that will meet the needs and interests of their members. The customer may not always be right - some customers are impossibly "wrong headed" - but it is still true that "only the wearer knows where the shoe pinches". Few of us could make shoes for ourselves, but we are entitled to say to the maker: "This shoe is uncomfortable - and I don't care whether you have been making shoes for the past 30 or 40 years, or whether this is the very latest thing in 'fractional fittings'" and similar HOO-HA-"it still hurts, and I want something that I can wear." By analogy, an educational programme, however sanctified by academic tradition, may be quite unsuited to present-day needs and interests. And the educational experts should be constantly challenged to design something more appropriate.

Education, in some form or other, is, I would argue, the responsibility of every organized group and association. I include Churches, trade unions, business corporations, professional bodies, journalists, farmers - everyone, even the Rose Lovers' Guild, if there is one. "Universal and lifelong" - you'll remember. I take that phrase seriously. If enough existing organizations did, we'd have a very different kind of community. One of the first things that would happen would be an enormous increase in the demand for educational materials of all kinds, for the services of skilled personnel, and for appropriate accommodation. To meet these overhead costs, public money would be needed - on a very, very large scale. Education is a very expensive business; ask any State Minister of Education; ask Senator Gorton; and remember that the educational system for which they are responsible (including Universities, Teachers' Colleges and Colleges of Advanced Education) caters for only a section of the population, for a limited number of years. Adult education has to cater for all adults (only part-time of course) but throughout a span of 40 to 50 years or more. It seems as though education, like scientific research and development, is at once indispensable and burdensome to the point of bankruptcy. Some hard choices will clearly have to be made; which things come first; how much on each? My only comment here is to remind you of what Alec King said of the folly of trying to educate children in a community of uneducated adults.

## Conclusion

By way of conclusion, let me make a plea for vision and magnanimity (if I may call it that) on the part of all the authorities concerned with adult education. First of all, that they should avoid jealousy among themselves. The scope of adult education is so wide, its needs so varied and insatiable, that each agency should welcome the appearance of other helpers in the field, rather than resent intrusion into what they deem their preserves. And yet jealous eyes are sometimes cast by one government department on another; by a State department on a University Extension department; by a voluntary body, like the W.E.A., on a public authority (such as a State department or a University). Surely the work is what matters, the tilling of the ground (so much of which has been lying fallow) rather than a suspicious policing of boundary fences.

In particular, I would plead with governmental authorities for sympathetic administration and mutual forbearance. In things of the mind administrative tidiness should not be the overriding consideration. Some overlap between the various agencies at work should not only be allowed but even encouraged - as the best way of ensuring spontaneity, creativeness, and a widespread sense of participation.
Uniformity and standardization may achieve economies - and spell death to the spirit of enterprise.

When it comes to the allocation of grants by public authorities I entertain these three hopes: first that University authorities will come to accept, and act upon, the view expressed by the University Grants Committee in the U.K., that "extra-mural work should be regarded as a necessary and integral part of a University's normal activity." They should do this, in my opinion, not only because they have, by tradition, a quite special responsibility to foster, in the community, a widespread appreciation of "things of the mind", but also in their own self-interest. Their increasing dependence on government grants means, inevitably and quite legitimately, increasing attention from Treasury officials. But if - or rather when, because it has already begun - supervision of expenditure drifts into interference with policy, and Universities have to make a stand to defend their autonomy, they will need the backing of enlightened public opinion. And the people in the community most likely to help them defend the principle of academic freedom are those who have benefited from it, in their own experience of University work - graduates, of course, but also the much wider public reached by University Extension.

My second hope is that State governments will welcome Federal assistance in the field of adult education, and not regard it as an invasion of a province reserved to them under the Federal constitution. I say this the more fervently, having recently read an account of "The Origins of C.S.I.R.O." by G. Currie and J. Graham. The way this magnificent organization was, in its early years, impeded and frustrated by small-minded "states' righters", I found quite exasperating, even as an onlooker, long after the event. In things of the mind - scientific, educational, cultural, whatever you call it - surely Australia as a whole is a small enough unit.

Thirdly, and most importantly of all, when it comes to breadth of mind and generosity of spirit, the Federal government will, I hope, set the example and accept the responsibility. But if anything significant is to develop in the field of adult education by way of Federal assistance to State authorities, it will have to be on a much more generous basis than the present arrangements in the field of University education. Let me indicate the way these work.

University salaries were recently raised by $600 a year at the bottom of the Lecturers' scale, and by $1,600 a year for Professors at the top of the scale. Smiles all round at the University, but not quite so much gaiety at the State Treasury, for this involves them in an additional annual expenditure of well over half a million dollars. Under the present arrangement, every $1 granted by the federal government towards the recurrent expenditure of Universities has to be matched by $1.85 from the States.* State Treasurers throughout Australia are at their wits' end to find the wherewithal to meet their existing commitments - so they haven't much scope for "generosity", or even for what we called "wage justice". But the Federal Treasurer has - if only because he gets back through income tax a substantial proportion of the federal grants towards salary increases. In some cases, towards the top of the scale, he even makes a profit. I'll quote you a case I know about. (I should - it's my own).

I get an increase of $1,600. This is made up of roughly $730 from the federal grant and scholarships; $700 from state funds; and $170 from fee-paying students. On this extra $1,600 I pay something like 55 cents in the $ income tax, which means $880. The Commonwealth therefore gets back every cent of the $730 it granted me, plus $150 from other sources. It therefore pays the Federal Treasurer to be generous to me. I repeat that this is true only of people at, or near, the top of the scale, but it can safely be said that a substantial proportion of the federal grant is returned by way of income tax, whereas the States get nothing back (unless they can induce the Federal government to step up its general tax re-imbursement). The whole basis of 1:1.85 is wrong. It should at least be the other way round 1.85:1, and there is a strong case for making it 2 federal for every 1 state dollar.

*As Senator Gorton pointed out in a recent address, this is a composite figure which includes students' fees as well as the State contribution. His rough estimate was that fees would account for about 60 cents in every $1.85, and that the Commonwealth would contribute about half of this 60 through Commonwealth scholarships and payments under the Colombo plan. The figures in the next paragraph have been revised, to make allowance for this.

I'm afraid this example has taken me longer than I intended. I cited it merely to give point to my third, and final, plea - that the burden of sustaining a comprehensive scheme of adult education should be assumed by the public authority with the broadest shoulders - and that is clearly, these days, the Federal Government.

The answer to my own question, then, adult education - whose responsibility? - is, in general terms, everyone's. But, in particular, it is that of the public authority responsible for our national well-being - the federal government. For "well-being" surely includes "things of the mind". It means an educational system which fosters not only economic growth but political self-government and individual self-realization.
Without the continuing education of a whole people - not just an elite, however talented, or energetic, or well-meaning - no community can, in my opinion, be either free or secure, either prosperous or genuinely civilized.

# 2. VOLUNTARY BODIES IN ADULT EDUCATION

## OPENING REMARKS

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The short time alloted for this introduction clearly does not permit me to do more than suggest some of the outstanding issues which appear to me to arise and to deserve further discussion.

Let me start by indicating what are the most important features of voluntary adult education organisations and particularly what it is that distinguishes them from the other types of institutions which this Conference will be looking at in later sessions. These features are in fact common to the three organisations which had submitted information papers at the time of the preparation of these comments, i.e., the Arts Council and the W.E.A.s of S.A. and N.S.W. respectively:

Firstly, each of these organisations has as its sole or at least primary function the provision and organising of adult education activities; this is what justifies us in saying they are adult education agencies.

Secondly, they are voluntary organisations in that they have a membership which consists of persons who join of their own free will because of their support for the objectives and policies of the organisation and/or an interest in its activities.

Thirdly, educational, financial and other aspects of policy of these bodies are made by their members and by persons actively involved in their activities, either directly or through their elected representatives. In this regard, voluntary organisations are clearly distinguished from University Departments of Adult Education; from adult education sections of Education Departments and from statutory adult education bodies: in none of these, is there any regularized member or student participation in policy-making and in fact policy is under varying degrees of control of persons who have no immediate and continuous connection or exclusive concern with adult education - Senates, Professorial Boards, Ministers and superior public servants, appointed members of statutory boards, and so on.

Fourthly, and finally, it is also a feature of voluntary organisations, certainly of those with which we are particularly concerned, that the participation of the membership extends beyond that of policy-making to active assistance in organising, publicity, professional advice, etc.

We might ask ourselves now, what can be said about the performance of voluntary adult education organisations, what is their function in the total adult education scene, what are some of the problems which they appear to face, and how are all these issues related to the specific characteristics of voluntary organisations which I have just enumerated.

There are, of course, very great difficulties in evaluating performance in any entirely satisfactory manner: and it is especially difficult to make comparisons - the circumstances confronting different types of providers vary so greatly and so do their respective areas of work, and the resources available to them are by no means equal - and apart from all that, there might be serious and honest disagreement on what are the proper criteria of success to be applied. Yet some sort of rough attempt at evaluating performance needs to be made, though not, for the above reasons, in comparative terms. And here I would suggest that the circulated papers provide us with some guidance. Firstly, there is no doubt that the two W.E.A.s and the Arts Council have managed to promote fairly constantly increasing programmes and to meet the demands of a greatly increased number of participants in their educational activities. The figures for S.A. are somewhat difficult to interpret because of the changed relationship with the University, but there appears to be at least a threefold increase in the last 20 of its over 50 year existence. In the case of the W.E.A. of N.S.W. there has been a four-fold increase in student numbers in the last twenty years, from about 2,500 in 1945 to nearly 11,000 in 1966.

You may regard this as a great positive achievement - I personally am unable to say whether it is or not. But one would be justified in arguing that these quite raw figures do indicate that there is nothing about voluntary Australian adult education organisations as such which has prevented them from being the instruments of an expanded provision. And, in fact, it would be surprising if there were: their concentration on the single task of adult education and their independence from the potentially restraining control of Ministers, Senates, public service agencies, and so on, might in fact be expected to contribute positively to expansion; the final control over policy by members and participants again would tend to operate in the direction of expansion.

At the same time, Australian voluntary organisations have not been handicapped by a deficiency in the professional skills available to them: the Executive Officers of Australian voluntary adult education organisations are of a high professional standard and they, of course, apply their expertise and experience not only in the planning and organising of activities and in financial management, but also by way of their full participation in the policy-making process. Generally, the often-repeated charge of "amateurism" levelled against voluntary adult education organisations is entirely unfounded - and I would submit that, apart from any personal knowledge that you may have on this issue, the papers that have been circulated to you contain sufficient evidence for the falsity of this accusation. And, furthermore, it is a grave mistake to assume that the so-called professional adult educators of whom I am one, are the sole possessors of all the knowledge and experience which go towards the effective and efficient running of an adult education agency: the members of University staff, the bank managers, the advertising experts, the trade unionists, the musicologists and artists, the long-term students and, yes, the housewives, who sit on the governing bodies of the voluntary organisations, can be expected to, and by my own experience do, constitute sources of highly relevant specialities and they act as a leaven to the views of the full-time professional.

Now, I cannot spend much more time on the question of performance, but merely draw your attention to some other features of the record of voluntary adult education agencies as presented to us: as far as can be determined, the expansion which we have noted, has not been accompanied by a decline in standards: - as a matter of fact, Mr. Bentley's paper indicates not only the great emphasis placed on standards but also some important recent moves in the direction of improved standards - and I may add that the three year intensive courses which he mentions, though of course a joint provision with the University Department of Adult Education, have had the fullest support of the Association, the Association in fact playing a leading role in their initiation. The W.E.A. here in Adelaide, as Mr. Lawton's paper shows, has had to make difficult programme adjustments in the face of changed circumstances imposed upon it and has done so very creditably. I can make no personal judgment on the trend in standards of Arts Council activities, but certainly have no evidence of any decline.

There are a number of other possible criteria of performance, such as flexibility, initiative, economy: on all of these, the circulated papers provide some evidence, but I cannot enter into an examination of this evidence now. However, in your discussions you might keep in mind this proposition: while we may well regard an organisation as defective to the extent that it has a built-in resistance to expansion and change, neither expansion nor change is in itself a positive quality. Surely, it depends on whether we regard the quantitative addition and the innovation to be a worthwhile activity in terms of adult education objectives. For example, the W.E.A. of N.S.W. showed initiative in the field of Adult Education T.V., but was the effort justified on educational grounds? Similarly with the T.U. Correspondence Courses of the local W.E.A.; and the Painting Weekend Schools referred to in the Arts Council report. Possibly the answer is "yes" in each case - but whether it was or was not justified is not determined by its simply involving an increase in the total amount of provision or in its range. All I want to say here is that the three organisations do not appear to exhibit such built-in obstacles - they all have widened the type of adult education activities they provide - as a matter of act, they may have come or been driven close to the borderline of what is acceptable in terms of their own objectives and in terms of educational validity. That is to say, these voluntary organisations also are not immune from the disease of expansionitis - that is, the pathological drive to increase the size of their provision without much attention to educational principles - a disease, incidentally, to which, I would argue, the voluntary organisations and Universities are on the whole less prone than, say, statutory boards.

This brings me to the final point that I can deal with in any detail at all, and I might introduce it by stating that a truly voluntary organisation as a general or all-round provider of adult education is well nigh inconceivable. I cannot see any single voluntary agency concerning itself with adult education at all levels and standards, vocational and non-vocational, refresher courses, extension-type activities, liberal and other. And the reason for this is fairly obvious, namely that these activities serve such a variety of objectives and interests, reflect and do support such different ways of life and social goals, that the members of such an organisation would have almost nothing in common and would very probably be in serious conflict with each other on issues basic to the policy of the organisation. The disintegrating tendencies in such a voluntary body would be as great as in the case of a church without a fairly stable central doctrine. Professional propagandists for adult education may play around with a notion of adult education which has something to offer to everyone, which ignores all internal distinctions or regards them as quite secondary: this, on occasions, serves short-term political goals however destructive it is intellectually. But the individual citizen can hardly be attracted by such ideology - at least he would soon discover that this conception of adult education encompasses not only many aspects which are of no interest to him, but also others to which he might be strongly opposed: he may become a customer and consumer of adult education, but not an active and concerned participant and producer.

For this reason, if for no other, I see the primary role of voluntary organisations to be the promotion and, if necessary, the defence of certain delimited areas within the total field of adult education. Voluntary adult education bodies exist as the vehicles of certain special interests, demands and educational philosophies as these are laid down in their constitution and/or established in their tradition and exemplified in their activities. This is the significance of the Arts

Council's objective "to work for the encouragement of all kinds of artistic expression and appreciation of all the Arts and Crafts among the people"; this is the significance of the W.E.A.'s insistence that its task is liberal adult education (as this concept has been defined in theoretical terms and applied in its educational activities over the years), and of its consequent care to give almost absolute priority in the allocation of its scarce financial and organisational resources to the promotion and preservation of this limited aspect of adult education.

I have said that this is the primary role of voluntary organisations and it is, I would suggest, a very important one. If such organisations are deprived of the condition of continued independent existence then there is a serious danger that their demise will be followed by the withering of the ideals which they pursued and of the work they carried out. To whom can one entrust the promotion of the arts but to those who have joined together voluntarily for that purpose and for no other; and what better assurance of the long-term vitality of liberal adult education can there be but the existence of strong organisations which have made this their special concern, which are composed of persons who, in freely joining together, give expressions to this concern and some of whom, through association over a number of years, have learnt what the practice and the defence of liberal adult education demands. And to give some evidence that this is not mere rhetoric, let me give you this concrete example: should it happen that Universities are deprived of Commonwealth funds for liberal adult education and in consequence find themselves unable to continue in this field; and should the suggested alternative arrangements offer little prospect of this area of adult education being satisfactorily met by some other institution, this should not mean the end of liberal adult education in N.S.W. - It would of course be an extremely serious blow, but the W.E.A. should be able to continue some of the work at an adequate level. Furthermore, the existence of such special interest associations at this point of time means that they can contribute their organisational strength in the struggle against a decision such as is indicated above - and this is what I meant when I said that the role of such voluntary agencies is not only to provide particular sections of adult education but also to preserve and defend them.

Now, of course, this is far from exhausting all the important points that should be raised on this complex problem: for example, some of you will be aware of the argument that certain types of educational activities must, by their very nature, contain a large element of self-government by participants - but I cannot deal with it here - Mr. Bentley summarizes this issue on page 20. But I should refer to just one point often raised in connection with the position of voluntary adult education agencies and that concerns their effective autonomy. Now, from what I have said, such autonomy is essential if they are to perform their distinctive role, and yet we know that adult education activities are generally not self-supporting and that the deficit is usually met in some way or other from public funds. The circulated papers indicate that in the case of the W.E.A. of S.A. governmental support accounts for the surprisingly small proportion of 15% of the total expenditure and in the case of the W.E.A. of N.S.W. it is about 40% (though considerably less in the Sydney Metropolitan Region); the Arts Council's financial statements do not permit ready comparison.

Does this imply that, though these organisations are formally independent, this independence is in reality a fiction? In my view the answer is a definite "no"; in spite of quite generous government assistance which is of great importance in balancing their annual budgets, there is no indication that these organisations have in fact been restricted in the independence of their policy-making. I can state this with complete confidence as far as the W.E.A. of N.S.W. is concerned: it has never been subject to interference by the providers of public funds nor, and this is of equal significance, has it made its policies with an eye on either pleasing the government or avoiding its displeaure.
Independence is a question of what is the case in the actual operation of institutions and cannot be inferred directly from formal financial relationships. Moreover, you may have noted the purposive and apparently quite successful efforts which the two W.E.A.s have made to strengthen further their independence by way of building up ancillary sources of income, such as bookselling and residential colleges partially available for hire and by the purchase of accommodation for its central activities. Governments have, as I said, not attempted to control these voluntary organisations, but the feeling that it is now beyond the capacity of at least a democratic government to destroy them by a withdrawal of financial support greatly strengthens their ability to resist any tendency they may have towards self-censorship, by diminishing the necessity for concern with the possible response of the State to its policies and activities. This feeling of relative security, and the actual degree of security, are, of course, assisted by the knowledge that amongst the membership are many who are firmly committed to the objectives of the Association and whose voluntary contribution, - financial, physical and professional - which they could be called upon to make and would make in a crisis, even a long-term one, are very extensive indeed.

Well, I will have to leave it at this point and hope that some of my comments will be of assistance in your discussions.

## 3. THE WORKERS' EDUCATIONAL ASSOCIATION OF N.S.W.

by C.F. BENTLEY,
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THE W.E.A. OF N.S.W .

### Historical Background

The W.E.A. of N.S.W. was established in 1913 modelled on the W.E.A. of Great Britain which had been founded ten years before. From the beginning the W.E.A. operated, in association with the universities, at a tertiary level. The educational gap it has sought to fill is that created by the fact that many people with the necessary intellectual ability are denied access to a university education by reason of financial or social or personal disadvantage.

The touchstone of W.E.A. policy has, in fact, been freedom. The freedom of the student in class to discuss his own point of view; the freedom of the tutor (an issue that the W.E.A. has defended publicly and strenuously on more than one occasion); the freedom to follow the subject where-ever it takes us in the search for truth. Thus it is that the W.E.A.'s emphasis has been on the liberal studies.

Though the W.E.A. has not, therefore, sought to be exclusive in respect of its students it has been exclusive in respect of the area of adult education in which it has been concerned. It has not set out to be, and has not become, a universal provider. Its interest has remained firmly on the liberal studies as central to its educational programme. It does provide some courses in skills which support study and discussion and in the appreciation of the arts for these subjects, though frequently not included in the term 'liberal studies' are, in fact, both capable of a liberal approach in their teaching and liberating in themselves.

I would describe the W.E.A.'s present aims as:

To provide preferably in association with a university opportunities for adults to study in classes, schools and other educational activities in which there is serious discussion, with no point of view excluded and with lecturers of high standard.

To provide, in association with other educational agencies where appropriate, for adults to study subjects and skills which will help them to acquire the basis for further study in the liberal arts.

To facilitate the free and open discussion of controversial issues of public importance and particularly to provide adequate opportunity for the expression of the views of minority groups in the community.

To maintain in all its educational work the traditions of liberal education and through the provision of the opportunity for adults to participate in the formulation of policy in relation to adult education to ensure that a body of people understand educational values and their application in practice.

To stress and encourage voluntary activity and involvement in collective self-government in the W.E.A. and thus develop an understanding of the nature, the problems and the responsibilities of self government.

To support, in the community, the same freedom of expression which nourishes its own educational work and its own self-government without identifying itself with any political party or religious group and without aligning itself as an organisation with any policy in the community outside the spheres of education or freedom of expression.

To stress the importance of universities and the scholarship they nurture and transmit and, in particular, the importance of their special contribution to adult education.

## Educational Method

Central to the Association's view of educational method is the importance of the class meeting regularly over a substantial period of time and in which there is adequate opportunity for the tutor to develop a comprehensive statement of the subject matter and to examine alternative or opposing points of view; a class in which there is also adequate and regular opportunity for the students to participate through discussion of the tutor's statements, or the statements of other students; a class in which the student is encouraged to submit written work for criticism and where direction is given to the student in his reading.

But the educational methods which the Association employs itself, or are employed by the university in the programmes for which the two organisations are jointly responsible, are very varied. Apart from the classes which have been mentioned already they include:

> Residential Schools of varying duration, Non-residential Schools, Conferences, Seminars, Television Programmes, Radio Programmes, Public

Lectures, Publication, Discussion Groups, the provision of library facilities.

The Association has been responsible for a good deal of innovation in method. The first residential school in Australia for adult education was established by the W.E.A. of N.S.W. in 1925. The first adult education television programmes in Australia were prepared by the W.E.A. in association with TCN Channel 9, Sydney in 1960. These are examples of the capacity of an independent voluntary body like the W.E.A. to take the initiative in educational development.

## Volume of Work in 1966

### (a) Classes

| (i) | Tutorial Classes * | No. | Students |
|---|---|---|---|
| | Below 10 lectures | 12 | 172 |
| | 10 lectures | 94 | 2709 |
| | 11-20 lectures | 66 | 2306 |
| | Intensive 3 year classes (1st Year) | 14 | 334 |
| | Other Classes over 20 lectures | 13 | 395 |
| (ii) | W.E.A. Classes ** | | |
| | Below 10 lectures | 11 | 341 |
| | 10 lectures | 33 | 1681 |
| | 11-20 lectures | 15 | 694 |
| | 21-30 lectures | 45 | 1505 |
| | Intensive Language classes *** | 3 | 139 |
| | | 306 | 10,276 |

* "Tutorial Classes" are arranged by the W.E.A. in association with the Department of Adult Education of the University of Sydney. The Department is responsible for the educational supervision of the programme, the engagement and accreditation of the tutors and for the payment of them. The W.E.A. arranges publicity, accommodation, and student organisation.

** "W.E.A. Classes", provided as a complement to the tutorial class programme, are wholly provided by the W.E.A. which is responsible for the educational supervision, engagement and accreditation of tutors, and all costs involved.

*** The intensive language classes meet for 35-40 weeks twice per week a total of 140 to 160 teaching hours per year. They have been very successful and the programme is being expanded.

| | | No. | Students |
|---|---|---|---|
| (b) | Residential Schools | | |
| | 2-3 days | 12 | 442 |
| | 4-10 days | 5 | 242 |
| (c) | Non-residential Schools | | |
| | 2 days | 12 | 607 |
| (d) | One-day Conferences | 1 | 46 |
| (e) | Public Lectures | 23 | 2130 |
| | | | Borrowings |
| (f) | Central Lending Library * | | 17,268 |
| (g) | Discussion Courses ** | 404 | 3980 |

A problem that constantly bothers anybody trying to make comparisons between different adult education agencies in Australia is the unit of measurement. We all speak of "students" but these can mean anything from a person attending a one day seminar or a 10-week course meeting for one hour a week to a student in an intensive three year course with 50 teaching hours a year and a great deal more of programmed study, to an intensive language course student with 160 teaching hours and the need for regular study.

For this reason the above statistics do not attempt to aggregate students in various types of activities.

The total student body in classes was distributed as follows:-

| | |
|---|---|
| Sydney Metropolitan area | 7937 |
| Hunter Valley (Newcastle) | 1174 |
| South Coast (Wollongong) | 889 |
| Other Country centres | 276 |
| | 10,276 |

---

* All students in the Metropolitan Region may borrow from the W.E.A.'s Central Lending Library. This service should not be confused with the specialised library service provided by the Public Library of N.S.W. to each class. Borrowings through this service totalled 25,760 in W.E.A.-D.A.E. activities.

** Discussion Courses, a type of correspondence teaching with groups, are provided and organised by the Department of Adult Education with only minor assistance from the W.E.A.

## Distribution of students by subject studied (classes only)

| | No. Classes | Enrolments |
|---|---|---|
| Social, Political, and Economic studies | 49 | 1515 |
| History | 12 | 260 |
| Literature | 27 | 702 |
| Philosophy and Religion | 27 | 775 |
| Psychology, Education and Child Study | 36 | 1230 |
| Languages | 58 | 1763 |
| Science | 30 | 934 |
| Art, Music & Architecture | 35 | 1487 |
| Written and Spoken English, Public Speaking ect. | 25 | 901 |
| Other | 7 | 709 |
| | 306 | 10,276 |

## The Nature of the Student Body

Based on a survey made in 1964, by G. Shipp, of 5000 students in the Sydney metropolitan programme.

| Sex and Marital Status (females) | Students | Total Population* of Area |
|---|---|---|
| Men | 31.8% | 49.7 |
| Married Women | 34.5% | 40.8 |
| Single Women | 33.7% | 9.5 |
| | 100.00 | |

* Derived from 1961 Census figures and considerable approximations were needed in some cases in relation to occupation structure.

| Occupations | Students | Total Population of Area |
|---|---|---|
| Housewives | 22.2 | 22.1 |
| Clerical, Sales | 32.0 | 16.5 |
| Semi-professional | 20.8 | 3.0 |
| Professional | 5.8 | 1.3 |
| Tradesmen | 5.2 | 39.2 |
| Students | 2.9 | 1.5 |
| Self-employed | 1.0 | 5.0 |
| Retired, Pensioners | 2.8 | 11.4 |
| Not stated | 7.3 | - |
| | 100.00 | 100.00 |

| Age of Students | Students | Population |
|---|---|---|
| 18-35 | 34.4 | 34.9 |
| 36-50 | 33.6 | 30.9 |
| 51 and over | 16.1 | 34.2 |
| Not stated | 15.9 | - |
| | 100.00 | 100.00 |

| Educational Background | |
|---|---|
| Primary School only | 1.8% |
| Some Secondary Education | 25.1 |
| Leaving Certificate | 20.7 |
| No leaving Certificate but some form of tertiary training | 8.7 |
| Leaving Certificate and some form of tertiary training | 16.5 |
| University degree | 11.0 |
| Not stated | 15.9 |
| | 100.00 |

The size of the W. E. A.'s educational programme has grown rapidly since World War II. The growth pattern for classes alone has been:

| | |
|---|---|
| 1945 | 2622 |
| 1950 | 3404 |
| 1955 | 4603 |
| 1960 | 9299 |
| 1965 | 10276 |

Over this period there has been a growth as well in other forms of educational activity - schools, public lectures, conferences.

## Organisational Structure

The Workers' Educational Association of N.S.W. is a company limited by guarantee and it is organised into three autonomous regions - Metropolitan (Sydney), Hunter (Newcastle), and Illawarra (Wollongong). The city in brackets in each case is the regional centre.

Liaison between the regions, and activities of the Association which require a single voice for the Association as a whole, are attended to by the State Executive - a body consisting of representatives of the three regions. The State Executive is also, under the provisions of the constitution, the board of directors of the company. The State Executive also looks after activities in country areas - i.e. outside the areas covered by regional councils.

The final responsible body is the Annual State Conference.

In practice the management of the Association's affairs is substantially in the hands of the regional councils and these bodies are made up of representatives of the students (the most numerous), representatives of individual members, representatives of affiliated organisations, representatives of the tutors and representatives of the university.

In addition to an executive committee the regional councils usually appoint a number of specialist sub-committees which have special responsibility for different aspects of the work and are required to make recommendations to the councils.

Working under each regional council (and also under State Executive) are a number of smaller Voluntary District Committees which have a limited policy-making function but help to organise at the local level.

A good deal of work is still done by volunteers and though, with the growth in scale of activities full-time staff carry out a good deal more of the executive function than in the past the policy decisions are still firmly in the hands of the volunteers. It is in this way that the W.E.A. has been able to maintain its voluntary character whilst at the same time remaining a reasonably efficient but non-bureaucratic set of administrative units.

## Finance

The total income of the W.E.A. in 1966 from all sources was $128,368. This was obtained from the following sources.

| | |
|---|---|
| N.S.W. Government | 42.5% |
| Fees and charges including membership fees, and fees charged for activities* | 45.3 |
| Donations, Rentals and other sources of income | 12.2 |

Typical class fees (for the student) are:

| | | |
|---|---|---|
| Intensive tutorial class, | 25 x 2 hrs | $ 8 |
| Normal tutorial class | 25 x 2 hrs | $ 5 |
| | 18 x 2 hrs | $ 4 |
| | 10 x 2 hrs | $ 3 |
| Languages - Intensive | 80 x 2 hrs | $36 |
| Non-Intensive | 30 x 2 hrs | $14 |

A constant problem for the Association has been the provision of capital resources since it has received very little government assistance for this purpose.

By careful husbanding of resources and various fund raising projects it has, however, obtained properties and plant which have a book value at the present time of $158,000. These include its Metropolitan headquarters building, its residential school, a centre in Wollongong and the plant and furniture for these premises.

An important current project is the search for ways and means of up-grading the facilities generally and acquiring premises in Newcastle.

## Staffing

The W.E.A. employs five full-time professional executive officers: a General Secretary who is the executive officer of the State Executive and the State Conference and responsible for maintaining liaison between all the elements of the association, for relations with other organisations at the state level, for the organisation of educational activities outside the areas controlled by regional councils, for general public relations and liaison with other organisations where the association as a whole rather than one particular region is involved.

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* In the case of tutorial classes only 50% of the fees paid by students is retained by the W.E.A. The remainder goes to the university.

There are three regional secretaries each acting as the executive officer of a regional council and responsible only to that council. They are responsible for the managment of the association's affairs within their region, for the organisation and administration of all educational activities within their region, for general promotion and public relations activities within the region, and for financial control and budgetting.

In the Metropolitan Region an Assistant Secretary at executive level is also employed.

Approximately twenty sub-executive staff is employed as clerks, librarians, housekeeping staff, and caretakers.

None of the executive staff has teaching responsibilities though on occasions those with appropriate experience or qualifications may do some teaching work. Executive staff are not simply organisers as their responsibility goes beyond this. They need to be skilful in administration, competent and tactful in interpretation of policy and the implementation of the decisions of their appropriate governing bodies and able to use imagination and initiative in stimulating the work of voluntary groups. Their role involves a good deal of educational administration.

Though it has imposed considerable strains on its financial position the W.E.A. has striven to pay its executive officers at a level commensurate with the capacities expected of them. Its policy is to keep the salary of regional secretaries at a level with that of a university lecturer though recent increases in university salaries have left practice a little out of phase with principle.

## Relations with other Adult Education Agencies

The W.E.A. is, of course, closely associated with the University of Sydney in a partnership which has been in existence for 54 years. The formal link is through the Joint Committee for Tutorial Classes established by the Senate of the university. This committee is made up of three representatives of the university, (one being a fellow of the Senate and two appointed by the Senate on the nomination of the Professorial Board) four nominees of the W.E.A., three members of the Staff of the Department of Adult Education of the University of Sydney, a representative of the Extension Board and the Chancellor, Deputy Chancellor, Vice-Chancellor and Deputy Vice-Chancellor and Director of the Department of Adult Education ex-officio.

Apart from this formal structural connection there is a close day to day liaison between the Director of the Department of Adult Education and the General Secretary and between the Director and his staff and the regional secretaries.

The Association's link with the N.S.W. Government is through the Advisory Board of Adult Education which advises the Minister for Education. The General Secretary is a member of the Board along with representatives of the other major adult education agencies and a number of other individuals with experience in education.

Provision is also made for the representation of the University Department of Adult Education, and the N.S.W. Department of Education on regional councils.

Both the university and the Department of Education are represented also on the Committee established to examine the qualifications of part-time tutors appointed by the W.E.A. for its teaching work. Part-time tutors of tutorial classes are, of course, appointed by the university.

Though there are no formal links with other adult education agencies informal links are maintained with them by the executive officers and there is frequent and harmonious contacts with them.

Because of its long-standing involvment in adult education in New South Wales the W.E.A. receives a great many contacts from the general public seeking adult education courses outside the range provided by the Association. Regional Officers keep themselves informed about the programmes of other agencies and are constantly referring students to these agencies. In an area like the Sydney Metropolitan region hardly a day passes when staff are not called upon to counsel students on the most appropriate agency to approach in order to satisfy their educational needs.

Liaison with other voluntary bodies in the community is maintained partly through a system of formal affiliation in which representatives of these bodies sit on W.E.A. Councils and partly through the participation of W.E.A. representatives, both executive staff and volunteers, in the affairs of these organisations.

From time to time community organisations seek and receive the advice of the W.E.A. in the planning of their own adult educational programmes and sometimes educational activities are sponsored by the W.E.A. in association with one or more community organisations.

## The Future

A process of review of the structure and activities of the Association is continuously carried on through an annual conference, and modifications of existing policies (as for example, the proposal for intensive three year courses) sometimes emerge from these conferences. From time to time review committees are set up for more thoroughgoing analysis. Such a review committee is currently at work.

Given the Association's traditional concern with courses which involve serious study of subjects and the initial success of the more intensive courses introduced over the past two years - both the intensive three year tutorials (and one year intensives) and the intensive language classes - it seems likely that there will be some development of this type of course in the near future.

With the growing emphasis in universities and other tertiary institutions on courses with a strong vocational or professional orientation it seems that relatively fewer students are able to obtain a satisfactory grasp of the humane and liberal subjects in their undergraduate studies. It is probable therefore that there will be in the future a growing need for the liberal studies at a university level in adult education programmes. The W.E.A. is concerned to do all it can to foster this sort of development.

The Association is also currently examining proposals to develop courses of an inter-disciplinary type and courses which cover aspects of subjects normally accessible only through purely vocational courses but which provide information which those who wish to play an active part in society need to have. The political activist may need to know, for example, a good deal about computers. The citizen interested in the social sciences may wish to take a basic course in statistics to make his understanding of the subject of his interest more complete.

But by and large the Association has no conern at the moment to go beyond its traditional field of the liberal studies. That is a large enough field and one that is given all too little attention anyway.

## 4. THE WORKERS' EDUCATIONAL ASSOCIATION OF S.A.

by C.R. LAWTON,
DEPARTMENT OF ADULT EDUCATION,
THE UNIVERSITY OF ADELAIDE,
(formerly General Secretary
of W.E.A. of S.A.)

### Historical Background

The South Australian W.E.A., like the W.E.A. of N.S.W., was established in 1913 as a result of the visit to Australia of Albert Mansbridge, founder of the British W.E.A. As in Britain and in New South Wales the University of Adelaide co-operated with the Association by setting up a Department of Tutorial Classes which provided teachers for the annual programme of evening classes, the first of which was offered in 1917. In that first programme subjects such as "Composition and Speaking", "The Modern State", and "Economics I" were important to working people for university lectures in these subjects were in those days heard only by the relatively wealthy student and the few scholarship holders. Democracy had so far failed to provide most workers in industry and commerce with an education to fit them for participation in political and civic life.

The programme of classes provided under this University - W.E.A. partnership grew from an enrolment of 576 in 1917 to 921 in 1937 and to 2,375 in 1966. From its formation until 1957 the W.E.A. advertised the classes, enrolled the students, and generally administered the class programme; and to augment its meagre government grant (£240 per year from 1930 to 1950, £360 per year before 1930) it retained all the enrolment fees.

Thirty-three trade unions affiliated with the W.E.A. at its foundation, but though the W.E.A.'s first office was in the Trades Hall and though perhaps one-third of the first students were trade unionists, this interest by trade unionists did not continue long. Many unions continued to pay affiliation fees to the W.E.A. - and merely sent representatives to annual meetings of the Association. More recently, however, there has been considerable interest in correspondence courses for trade unionists (see later paragraph).

A University decision to expand the Department of Tutorial Classes in 1957, and re-name it the Department of Adult Education, involved also a decision to enrol all the students of the joint programme, and retain the fees to help meet teaching and organising costs. To make up for this lost income the W.E.A. expanded its independent class programme, which had first been offered in 1954, and included subjects such as "Interior Decoration", "Flower Arrangement", "Photography", "Lino-Block Printing", "Deportment" and "The Stock Exchange and the Small Investor". By 1966 this independent programme of classes attracted 2,700 enrolments.

## Educational Method

Though I have spoken of the importance of university standards in the establishment of W.E.A. classes, a distinction should be made between intra-mural and extra-mural university teaching. The joint University-W.E.A. classes did not and do not meet twice a week, from March to October (as intra-mural classes do), nor were tutorials held in addition to class meetings. Essays (shorter than those required in intra-mural courses) were written in some W.E.A. classes; but the importance of university co-operation in the programme lay in the participation of university teachers whose scholarship and impartiality made it possible to present economics, politics and similar subjects at a mature level.

The use of university teachers, or teachers recommended by the appropriate university department, is still a most important factor in today's W.E.A.-University classes, but written work is harder to obtain from the volunteer students. However, some students in recent years have searched archives to collect references for a social history of Adelaide and compiled a popular guide to the geology of the south coast of South Australia. This year (1967) some students are making a comparative study of women's magazines in several countries and others are investigating race relations in a number of countries.

## Classes

The usual pattern of a lecture class is a lecture of 45 to 60 minutes followed by a period of 30 to 45 minutes for questions and comment. This procedure is used in all classes except foreign language classes - where questions can be raised during the lesson - half of which is conducted in the University's language laboratory. In classes such as those mentioned above - on Women's Magazines, Geology and Local History - a good deal of time in some class meetings is given to students' reports on their work since the class last met.

## Correspondence Courses

Following a conference of the W.E.A. and trade unions, in 1958, it was agreed that correspondence courses might attract unionists who worked irregular hours; and in 1964 a programme of courses in subjects such as "Arithmetic and Statistics", "How to Study", "International Relations" and "History of Australian Arbitration" was offered free of charge to members of 41 unions which supported the scheme with annual subsidies of 1 cent per union member (for their total membership). The 1966 enrolment of 1,562 (from six States) included 300 from South Australia: which indicates that trade unionists are still keen to learn if they can proceed at their own pace in their own time. A number of part-time tutors mark students' assignments and correspond with them.

## Residential Adult Education

Residential schools of two to seven days were held within a few years of the formation of the W.E.A. - at guest houses at Adelaide's seaside suburbs and at holiday houses in the Adelaide Hills, owned by Churches and other voluntary bodies. No doubt the success - educationally and socially - of the British W.E.A.'s early Oxford Summer Schools, at Balliol and other university colleges, was noted in Australia, and the idea of a concentrated course soon became popular. When I visited Britain, in 1953, my main conviction on returning to Australia was the need for Australian adult education authorities to establish special residential colleges for their own use.

The W.E.A. of S.A. established such a college, in 1964, by converting a century-old house known as "Graham's Castle" at Goolwa, on the south coast of South Australia. With two extra accommodation blocks added in 1965, the college accommodates about 60 people, and has a resident staff of a caretaker and cook. In 1966 the college was used for two university summer schools for adults and two management schools (run by the Department of Supply) occupying in all six weeks. In addition it was used on 36 week-ends: 15 of these were schools in which the W.E.A. participated; and on the remaining week-ends outside organisations (concerned with politics, under-graduates, drama, youth work, photography, and hospital administration) arranged their own programmes.

## Educational Television

The W.E.A. has joined the Department of Adult Education of the University of Adelaide in the presentation of several series of educational television programmes on NWS Channel 9 during the last three years (1963-1966). On the 30 minute programmes, entitled "Horizons", a number of the W.E.A.'s part-time tutors presented programmes on practical painting, planning and running a small business, flower arrangement, film appreciation, and other subjects. At present (1967) Channel 10 is screening "T.V. Tutorial" a series of programmes made by the Department of Adult Education in The University of Sydney.

## A Suitable Environment

Though the W.E.A. has enjoyed the use of office space and class rooms at the University of Adelaide since 1917, it has, since 1945, had a centre of its own outside the University campus. Premises were rented in Twin Street, in Grenfell Street, and in Flinders Street, Adelaide, before the Association purchased two houses in South Terrace, Adelaide, in 1956. As a need for a residential college had been seen, so there was a need for a building reserved for adult education day and evening classes and the several student clubs associated with them. Thus, the South Terrace centre has a photographic dark room, a large assembly hall with separate projection room, a small library, a small art gallery, and a well-equipped kitchen. Also classes such as practical painting and pottery can be held there without concern that some one else's property is being marked with paint or clay; and classes in dramatic art, deportment, or public speaking, which often require some movement of furniture, can all be accommodated.

Increasingly the rooms available at the University of Adelaide have fixed seating and are only suitable for formal lectures - and there is nothing there approaching a common room where adult education students could gather before and after classes - to continue discussions and enjoy light refreshments. Such common rooms and special class rooms are frequently found in adult education establishments in Britain, and though at present only two or three classes or student clubs can meet simultaneously at the W.E.A. Centre in South Terrace, Adelaide, students who attend classes there can enjoy these facilities. As the W.E.A.'s office accommodation on the University of Adelaide campus is limited, the administration of the trade union correspondence courses is run from the W.E.A. Centre.

## Volume of Work - in 1966

### (a) Joint W.E.A. - University Classes

| | Students Enrolled |
|---|---|
| Less than 10 meetings | 240 |
| 10 Meetings | 387 |
| 11-20 Meetings | 441 |
| 21-25 " | 113 |
| 30 Meetings | 236 |
| 36 Meetings (foreign language classes) | 958 |
| | 2375 |

### (b) Independent W.E.A. Classes

| | |
|---|---|
| Less than 10 meetings | 861 |
| 10 Meetings | 1278 |
| 11-20 Meetings | 254 |
| 30 Meetings | 307 |
| | 2700 |

### (c) Joint W.E.A. - University Residential Schools

| | | |
|---|---|---|
| 2-3 days | 10 Schools | 365 |

### (d) Joint W.E.A. - University Non-Residential Schools

| | | |
|---|---|---|
| 2 days | 2 Schools | 60 |

### (e) Independent W.E.A. Residential Schools

| | | |
|---|---|---|
| 2 days | 3 Schools | 54 |

### (f) Trade Union Correspondence Scheme

| Enrolments | From | Lessons Returned | Certificates*Issued |
|---|---|---|---|
| 300 | S.A. | 567 | 29 |
| 470 | Victoria | 774 | 28 |
| 244 | N.S.W. | 342 | 11 |
| 12 | Tasmania | 10 | - |
| 76 | W.A. | 97 | 6 |
| 460 | Queensland | 432 | 14 |
| 1562 | | 2222 | 88 |

* for successful completion of course.

(g) Distribution of students by subject studied (in the 1966 class programme)

| | No. of Classes | Enrolments |
|---|---|---|
| Art, Music and Drama | 24 | 777 |
| Foreign Languages | 25 | 958 |
| Philosophy and Religion | 4 | 236 |
| Psychology | 4 | 148 |
| Social, Political & Economic Studies | 4 | 226 |
| Science | 3 | 230 |
| English Language & Literature | 5 | 218 |
| History | 4 | 165 |
| *Gardening | 2 | 88 |
| *Cookery | 4 | 209 |
| *Hobbies (Jewellery, Bridge, Bookbinding, Photography, Travel) | 10 | 494 |
| *Interior Design, Flower Arrangement, Buying or Building a Home | 7 | 466 |
| *Public Speaking and Chairmanship | 5 | 192 |
| *The Stock Exchange, The Small Business | 3 | 229 |
| *Understanding Wine | 2 | 152 |
| *Dietetics, Deportment | 5 | 329 |

(*W.E.A. Independent Classes)

## The Nature of the Student Body

The only analysis of W.E.A. students which has so far been undertaken appeared in the report of the Association for 1964. The analysis covered only 1659 students (of a total of 2367) who enrolled in independent W.E.A. classes in 1964: students of joint W.E.A. - University classes were not included. I list below some of the facts revealed.

| Sex | Students |
|---|---|
| Males | 26.16% |
| Females | 73.84% |

| Occupations | Students |
|---|---|
| Unskilled Workers | 2.2% |
| Skilled " | 5.7% |
| Business Owner or Executive | 3.7% |
| Salesmen and women | 2.2% |
| Office Workers | 23.7% |

| Occupations | Students |
|---|---|
| Teachers | 5.0% |
| Professional | 14.1% |
| Students | 3.7% |
| Domestic | 33.2% |
| Other | 2.8% |
| Not Stated | 2.6% |
| | 98.9% |

| Age of Students | |
|---|---|
| Under 20 | 11.0% |
| 20-24 | 14.5% |
| 25-29 | 12.6% |
| 30-34 | 13.7% |
| 35-39 | 13.3% |
| 40-44 | 11.2% |
| 45-49 | 6.5% |
| 50-54 | 6.9% |
| 55-59 | 2.5% |
| 60-64 | 1.3% |
| Over 60 | 1.0% |
| Not Given | 4.3% |
| | 98.8% |

| Educational Background | |
|---|---|
| Primary School | 3.7% |
| Up to 1st Year Secondary School | 4.6% |
| " 2nd Year " " | 10.4% |
| " 3rd Year " " | 22.4% |
| " 4th Year " " | 21.3% |
| " 5th Year " " | 8.8% |
| Tertiary Education | 11.1% |
| Not Given | 11.2% |
| | 93.5% |

This analysis shows some trends which differ from the 1964 analysis of 5000 students of joint W.E.A. - University classes in the Sydney metropolitan area quoted by Mr. Bentley in his paper on the W.E.A. of N.S.W. (page 23 ). The Adelaide sample is about one-third of the Sydney sample, but, to my mind, the kind of class programme which the students attended has a lot to do with the differences shown in the analyses. The Adelaide programme of W.E.A. independent classes, with a strong emphasis on home-making and hobbies for women, and business administration, investing, and public speaking for men, attracted a younger group of students - 76 per cent of whom were under 45 years - than the Sydney programme, with its predominance of languages, the arts, and social, political and economic studies, which had 50 per cent* of its students over 36 years.

Though no analysis has been done of students in the Adelaide programme of joint W.E.A. - University classes, I would think that if one were done, it would show trends similar to the Sydney analysis. The occupational analysis does not show many differences though the larger number of professional people among the Adelaide students is interesting. However, as the Sydney analysis has a "semi-professional" category, it may be unwise to place undue importance on this apparent difference. The predominance of home-making and hobby classes for women probably accounts for the larger number of female students in Adelaide.

Trade Unionists: As mentioned in the historical background, above, trade unionists did not constitute a majority of the student body in 1917. As W.E.A. students they tended to decrease until the introduction of the correspondence scheme for trade unionists, in 1964. However, the interests of certain trade unions in week-end schools on arbitration and labour history in the years following 1958 did re-awaken interest in the W.E.A. among unionists, and prepared the way for the success of the correspondence scheme which, in the three years to 1966, attracted 3465 enrolments - from all States of Australia.

Women: The predominance of women in all W.E.A. classes (except the correspondence courses) is not surprising (a) for the reasons I have already given in commenting on the W.E.A. independent programme and (b) because the general nature of the W.E.A. - University programme is non-vocational. In their twenties and early thirties men are naturally pre-occupied with vocational training and with establishing themselves in business. Again, many married women whose children are at secondary school, or who have left school, choose an adult education class to which they divert much of the energy previously spent caring for young children.

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* out of 85 per cent who gave their age.

W.E.A. Clubs: Voluntary W.E.A. student clubs are run by students interested to do further practical painting, photography, public speaking, creative writing, chess playing, and to see quality films on 16 mm gauge or go bushwalking. In 1966, 1329 students (including 1100 in the Film Society) were involved in these activities, many of which were held at the W.E.A. Centre, South Terrace, Adelaide.

## Organisational Structure

The W.E.A. of S.A. is governed by a Council made up of representatives of (a) joint W.E.A. - University classes, (b) independent W.E.A. classes, (c) the 43 organisations affiliated with the W.E.A. (many of which are trade unions), (d) tutors for both groups of classes and (e) the Department of Adult Education in The University of Adelaide. The Council meets five times a year. At any one time the Council could number about 130 members.

An Executive Committee (of 15 members) meets monthly and carries on the business of the Association between meetings of the Council. The W.E.A. General Secretary (at present Mr. E. Williams) is the Association's only professional officer - who acts as secretary to both the Council and the Executive Committee. The General Secretary has direct responsibility for the independent class programme, the trade union correspondence scheme, and the management of the W.E.A.'s properties at South Terrace, Adelaide and at Goolwa. He also co-operates with the Department of Adult Education of the University of Adelaide in the planning of the W.E.A. - University class programme and in the week-end schools run in association with it.*

In the 'twenties the W.E.A. of S.A., in an effort to obtain books for its students at a reasonable price, began to indent text books from overseas and sell them at a small margin of profit. This service has now developed into a reasonably large university bookshop - serving undergraduates and staff of The University of Adelaide - and the W.E.A. receives annually a percentage of the W.E.A. Bookshop profits for use in its educational work.

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* The W.E.A.'s area of class activities is at present metropolitan Adelaide, with the exception of its residential college at Goolwa, on the South Coast of S.A. In its early days the W.E.A. had a number of branches in country towns to the north of Adelaide, but these branches no longer exist. The Adult Education Branch of the S.A. Education Department now has full-time organisers in about 11 country towns and the Department of Adult Education of The University of Adelaide has two tutor-organisers who have responsibility in the areas to the north and south of Adelaide respectively.

The Bookshop is controlled by a Management Committee which reports to the W.E.A. Executive Committee.

## Finance

The total income of the W.E.A. of S.A. in 1966, from all sources, was $37,350. This was made up as follows:

| | |
|---|---|
| Fees (independent W.E.A. classes) and W.E.A. individual members' fees | $13,462 |
| Transfer from W.E.A. Bookroom profits | 8,000 |
| Hire of Graham's Castle* (residential college) and W.E.A. Centre, Adelaide | 7,274 |
| S.A. Government | 6,000 |
| Donations and contractual payments | 2,614 |

The W.E.A. of S.A. like the W.E.A. of N.S.W. has had relatively little government assistance in the provision of capital resources, but with the help of its bankers and with careful budgeting, it now has property and investments with a book value of $158,500. These include its investment in the W.E.A. Bookshop at The University of Adelaide, the W.E.A. Centre in Adelaide, and the residential college for adult education, at Goolwa.

Class Fees: Typical independent W.E.A. class fees (for the student) are:

| | | |
|---|---|---|
| 10 meetings (of 1½ hours each) | $4.20 | (Buying or Building a Home) |
| 6 meetings (of 1½ hours each) | $4.20 | (The Stock Exchange) |
| 10 meetings (of 1½ hours each) | $10.50 | (Running a Small Business) |
| 30 meetings (of 1½ hours each) | $8.50 | (Oil Painting) |
| 10 meetings (of 1½ hours each) | $6.30 | (Copper Jewellery Making) |

It will be seen that the rate of payment per meeting varies with the willingness of students to pay for the knowledge they gain.

Fees for joint W.E.A. - University classes (involving class meetings of 1½ hours) are currently at the rate of 40 cents per meeting with increases to 50 cents per meeting for foreign language classes which use the language laboratory.

Individual Membership: In 1966 there were 1100 students of independent or joint classes who voluntarily joined the W.E.A. at an annual fee of 50 cents.

* against this were set salaries, catering and maintenance costs amounting to $7,421.

## Staffing

In addition to the General Secretary, whose duties have been outlined in "Organisational Structure", above, the W.E.A. employs a senior clerk and a junior clerk-typist in its central office on the University of Adelaide campus, and a part-time clerk-typist to administer the trade union correspondence scheme at the W.E.A. Centre. At Graham's Castle (the residential college) Goolwa, a married couple are employed as caretaker and caterer.

The W.E.A., like the W.E.A. of N.S.W., receives considerable voluntary help from members of its Executive and Council, from members of student clubs, and from individual members of the W.E.A.

## Relations with Other Adult Education Agencies

The W.E.A. of S.A. has three representatives on the Board of Adult Education of The University of Adelaide, which oversees the work of the University in adult education, and in particular discusses the annual proposals of the W.E.A. for the joint W.E.A. - University class programme in Adelaide and suburbs. The Board also assists the W.E.A. in the provision of the trade union correspondence scheme and in the publication of the W.E.A.'s quarterly student magazine, the W.E.A. Bulletin - which is edited by a staff member of the Department of Adult Education.

The W.E.A. of S.A. is one of the bodies represented on the South Australian Consultative Committee on Adult Education which was established in 1966 by the Minister of Education, to provide means of consultation about policies and programmes between the three principal bodies providing adult education in S.A.: the State Education Department, the W.E.A., and the University of Adelaide.

The Adelaide Film Festival, an annual event established by the W.E.A. Film Society, some six years ago, is certainly an educational agency in the field of the arts. Though it is a separate organisation, the W.E.A. Office provides it with secretarial and organising services on a contractual basis, and the General Secretary is the honorary Executive Director of the Festival.

## The Future

A number of important tasks lie before the W.E.A. of S.A.
(a) The present W.E.A. Centre, at South Terrace, Adelaide, was an old building when it was purchased, and as already remarked, though representing a start in the provision of proper facilities for

for adult education, under one roof, it is far from adequate for the present or the future. The W.E.A. has already negotiated for the use of more adequate space in the proposed Adelaide Festival Hall, but as there is the prospect of modification of plans for the Hall, progress in this direction is, at present, uncertain. In my mind there is no doubt that the cause of adult education would be immeasurably helped by there being a physical focus in Adelaide for the activities of the W.E.A. and the University. Provision could also be made for the activities of the State Education Department's adult education section, but as these are dispersed in the suburban Technical high schools, the need for a central building for classes and students is not so pressing.

(b) The W.E.A. trade union correspondence scheme, as will have been noted, above, now serves over 1500 people, spread fairly evenly throughout Australia, though, apart from funds from a few federally-based trade unions, it only draws on finance from S.A. A larger organising and administrative staff is needed and it is to be hoped that the extra finance for proper development may come from trade unions and trades and labour councils and from adult educational agencies in other States which find the scheme most useful for their own purposes.

(c) Graham's Castle, Goolwa, needs further development if it is to become more like the residential colleges for adult education in Europe and North America. Separate accommodation, away from the main college buildings, is needed for the caretaker and his wife, and for the warden, and other educational staff, when appointed. Before a warden can be appointed, a salary will have to be available for him; and similar financial provision will need to be made for any staff to assist him.

(d) The W.E.A. of S.A. wholeheartedly agrees with the W.E.A. of N.S.W. in its statement (Mr. Bentley's paper, page 29 ) that the traditional concern of joint W.E.A. - University classes with the field of liberal studies, in a university atmosphere, needs continual emphasis; and it welcomes therefore, the recent decision of the Council of the University of Adelaide to affirm the role of the University in adult education - both in partnership with the W.E.A. and in the wide field of university extension.

# 5. THE ARTS COUNCIL OF AUSTRALIA

by GORDON HORSWELL,
FEDERAL SECRETARY.
ARTS COUNCIL OF AUSTRALIA.

## Foundation and Development

The creation of the Arts Council of Australia in 1943 was due to the foresight and drive of Miss Dorothy Helmrich, O.B.E., and sprang from the movement known as C.E.M.A. - Council for the Encouragement of Music and the Arts - a war-time organisation which was formed to fill the vacuum occasioned by the shut-down of concert halls, repertory theatres and other places of entertainment brought about by the exigencies of national service. C.E.M.A. was also the source of the Arts Council of Great Britain.

The years 1943 to 1950 saw a period of intense preparatory work from which the ideals and aspirations of the present day Arts Council were formulated. These are graphically expressed in a clause from the N.S.W. Division's Constitution - 'to maintain and develop an organisation which shall exist, not to serve any personal gain or interest of its members, but to work for the encouragement of all kinds of artistic expression and appreciation of all the Arts and Crafts among the people'. These aims are being promulgated (despite a very real lack of funds) in Queensland, South Australia, Tasmania, Australian Capital Territory and New South Wales, in all of which States the Arts Council has active Divisions. Before long, the newly created Northern Territory Division will be in a position to take a fully active part in the Council's work.

With the valuable assistance of the voluntary Branch Committees, spread far and wide among the States from Broken Hill in New South Wales, Mount Isa in Queensland to Darwin in the Northern Territory and Mount Gambier in South Australia, the Arts Council endeavours to take as many activities as possible to the country so that rural communities should not be denied the benefits of their metropolitan brethren. These Branches, staffed exclusively by volunteers, make all local arrangements for the presentations in their districts, booking halls, arranging publicity, finding billets for the artists and the dozen and one tasks involved in ensuring a performance worthy of metropolitan standards. All media, including television where possible, are used to publicise a presentation and the Council enjoys the active help and interest of country newspapers and radio stations throughout the States.

## Examples of Activities in 1966

N.S.W. Division: "A Taste of Honey" produced by Jim Sharman with Doreen Warburton and Martin Redpath in the cast (an Independent Theatre production), "The Barber of Seville" (from the Elizabethan Trust Opera Company), The Queensland Ballet directed by Charles Lisner, Gilbert & Sullivan with Richard Walker and Helen Roberts, the Ray Price Jazz Quartet, the Australian Ballet Company, folk-singer Gary Shearston, Rob Inglis in the Canterbury Tales of Chaucer, and, in company with other Divisions, the Kalakshetra of Madras (a company of Indian traditional dancers) and "A Sleep of Prisoners" by Christopher Fry, which was presented by the Voyage Theatre, with the well-known English actors, Harold Lang, Greville Hallam, David Kelsey and Nicholas Amer. The two latter presentations were bought from overseas by the Arts Council Federal body as the Arts Council's contribution to the Perth and Adelaide Festivals of Arts.

Queensland Division - also toured "A Taste of Honey", the "Barber of Seville", Ray Price Jazz Quartet, the Australian Boys Choir, the Australian Ballet, the Griffith Marionettes, the accomplished actor, Peter O'Shaughnessy with "King Lear", Lecture Recitals and an anthology of Australian literature and poetry.

A.C.T. Division brought to the national capital, "The Cell", an Independent Theatre Production, "Opera in a Nutshell", Rob Inglis' "Canterbury Tales" and exhibitions of the work of Greco, Kenneth Armitage and four musical presentations including programmes of Early English music, 18th Century German music, Schubert song cycles etc.

South Australian Division acted as liaison between the Adelaide Festival of Arts Committee and the Arts Council Federal body in arranging for the presentation of "The Voyage Theatre" and "Kalakshetra of Madras" at those festivals. In addition to Arts Council presentations, branches have assisted the Australian Elizabethan Theatre Trust in tours of opera and ballet. Tasmania Division: "Gilbert & Sullivan" with Richard Walker and Helen Roberts, the Peter Scriven "Tintookies", Rob Inglis in "Canterbury Tales" and in addition have sponsored many local Branch activities.

## Presentations for School Children

In all, some 370,000 people attended Arts Council presentations in 1966 throughout the country areas of N.S.W. alone.

One very important facet of the work of the Arts Council is bringing suitable productions to the schools for the benefit, education and entertainment of the children and in all States this branch of the Council's work is increasing. During the year 1966 in N.S.W. alone over 300,000 children saw presentations ranging from fairy tale plays for infants classes to programmes of Shakespeare and poetry and literature included in their schools curricular for secondary school students. The Arts Council regards the work with the school children as one of the most important aspects of all its activities and one that is bound to pay dividends in later years. In the schools now are tomorrow's actors, musicians and artists of all kinds as well as future audiences. To build in them in their school years a knowledge and an appreciation of the Arts is vital to the whole matter of cultural development of the nation as a whole.

The Arts Council derives its material from various sources, notable among them being the Australian Elizabethan Trust, the Old Tote Theatre, the Independent Theatre for Children, the Australian Theatre for Young People, the Elizabethan Trust Opera Company, the Australian Ballet Foundation and many other organisations. In itself, the Arts Council is not a producing body; its function is to sponsor by organising and supervising the touring of presentations from these other producing bodies.

## Summer Schools

In Queensland and New South Wales the Annual Two Weeks Summer Schools (held at the St. Lucia University in Brisbane and the East Sydney Technical College in Sydney) have been an event attended regularly by students of all ages and stations. At the N.S.W. Division Summer School courses were held in Painting and Drawing, Sculpture, Creative Writing, Photography, Modern Dance, Drama, Yoga and a Children's Vacation Painting class was also held. In Queensland courses were held in Drama, Modern Dance, Painting and Sculpture. The Loxton Branch of the South Australia Division is sponsoring a Music Camp for young people with a series of lecture-demonstrations and group activities such as singing, recorder playing and percussion.

With the help and far-sightedness of the Bank of New South Wales, activities in this state have been extended to include a N.S.W. Drama Festival with the finals held during the Sydney Waratah Week. This is the culmination of careful adjudication by a panel of judges of plays entered by drama groups from all over the State. There was much interest aroused in 1966 when the Broken Hill Repertory Company was among the finalists. Their presentation of "Moby

Dick Rehearsed" by Orson Welles was of a very high standard and compared favourably with many a professional production.

At the beginning of this year a series of weekend Painting Schools was started in country centres. Art Societies were advised that tutors could be made available for weekend schools at a nominal enrolment fee of $4 per student. To date eight such weekends have been held. The modest fee was made possible through a small grant from the N.S.W. Government Cultural Grants Committee. Tutors are drawn from a panel of experienced and well-known artist/teachers including Douglas Dundas, John Santry, Harry Justellius, Peter Stone, Russell Bell, Jean Isherwood, Louis James etc.

In 1967, at the N.S.W. Division's Summer School a course for child painters was a most successful venture and enabled many parents to attend the school adult classes, knowing that their children were close by and completely absorbed in their creative tasks. There is no doubt that there will be an increased enrolment for this course at the 1968 School. Special classes for children are also held at the Modern Dance course and the annual enrolment is also increasing. These Schools obviously fulfil a very important need in the cultural life of the average individual and the steady increase in annual enrolments adds point to this remark. Because of this, a special Autumn Drama School was conducted this year by the N.S.W. Division as an experiment to determine whether other long vacation periods would be as popular as mid-summer. The quota (necessary on account of the fact that only two tutors were engaged in this instance) was filled weeks before the closing date for enrolments and future schools will be planned with this in mind.

## The Federal and State Boards

The Arts Council Divisions function with a Board of individuals chosen for their wide knowledge and interest in cultural activities, headed by a President, who is a well-known and respected member of the State. These Boards meet regularly once a month and are the policy-making body for the state organisations. The Federal Body is composed in the same way and holds regular meetings of the Directors who coordinate and set the Policy for the Council and its activities throughout the entire network and decides what activities should be brought to Australia from abroad for a joint touring programme.

The Federal Arts Council has as its Patron, His Excellency The Governor-General of the Commonwealth of Australia, the Rt. Hon. Lord Casey, G.C.M.G., C.H., D.S.O., M.C., P.C., and the President is Sir Howard Beale, K.B.E., QC...

## The Administration

The Administration of each Division is in the hands of small office staffs in State Capitals, and the number employed varies with the amount of funds available. The largest Division, N.S.W., has its headquarters in Sydney and is also the registered headquarters of the Federal Body. Here administration is in the hands of the Executive Director (who is also Federal Secretary) assisted by a Tours Organiser (who arranges itineraries, organises and puts into operation adult show tours), a Schools Activities Organiser (responsible for taking suitable presentations to the schools in both country and metropolitan areas), a Festival Organiser (in whose hands rests the organisation of Summer Schools, Drama Festivals, Art Weekends and the North Side Arts Festival), an Accountant, and a number of tour managers, usually employed on a casual basis, take the shows on tour. The larger presentations require an electrician to deal with the complex lighting systems. Other Divisions pattern their administration on the N.S.W. Division but scaled down to meet their own requirements and budgets, expanding as the demand for Arts Council services increases.

## Relations with Adult Education Agencies

The Arts Council has enjoyed cordial relations with Adult Education agencies in all States and it hopes that a Victorian Division will be re-established in the not too distant future. The Arts Council regards its activities as complimentary to and not in competition with Adult Education organisations, and continuing mutual goodwill should go far towards widening the cultural horizons of both town and country communities.

There is a very real need for a Federal Government initiative to assist in the growth of a national culture and in the proposed scheme the Arts Council, in common with other bodies of similar character, will have an important role to play. There has not been, nor quite possibly will there ever be, sufficient funds available from Government budgets to satisfy the needs of the community in this respect, but with every passing year more and more people in authority are coming to realize that this should be tackled on an Australia-wide scale and an organisation on similar lines to the Arts Council of Great Britain and the Canada Council must be created to weld community effort into an homogenuous whole. When that time comes the Arts Council is ready and willing to continue, and extend, its activities for the benefit of the Australian community.

# 6. VOLUNTARY BODIES IN ADULT EDUCATION

## POINTS FROM DISCUSSION

### Bodies Such as the W.E.A., in S.A. and N.S.W., and the A.E.A. in Victoria

By their nature voluntary bodies in adult education are in much closer contact with their student-members than universities or state bodies can usually be. The views of these bodies are thus of considerable value in the planning of programmes. Promotion of an educational programme is far easier if done through a body of people already sharing a common interest in adult education. It could result in economies in advertising, and similar savings by the ancilliary work of volunteers who might often make greater efforts to publicise a programme than paid employees of the providing body.

The independence of voluntary bodies would also enable them to provide a forum in which important issues in adult education could be freely discussed and debated. The voluntary bodies could also be important allies of state instrumentalities or universities when changes in government policy on adult education were being discussed.

The main limitations of voluntary bodies appeared to be that they might become too narrow in their interests; they might become dominated by cliques and hence become less representative of the community than the associated providing body might wish them to be. Other limitations might stem from some of the very aspects of voluntary bodies which had earlier been cited as advantages. The democratic nature of the bodies might well result in a lack of continuity in policy, since this was largely in the hands of elected committees. The frequent use of voluntary ancilliary workers could well result in overdependence upon a few individuals who might not always be available just when required.

### Other Voluntary Bodies

A single voluntary body which attempted to organise all educational demands appeared impossible in practice. It was thought that adult education providing bodies should serve a variety of voluntary groups - large, medium, and small.

In the country Adult Education Centres of the S.A. Education Department, music, drama, and other community groups sometimes meet at the Centre and receive tuition, while independently deciding on their year's programme. This scheme is perhaps best suited to such country towns as have a suitably equipped adult education centre.

# 7. STATUTORY AUTHORITIES IN ADULT EDUCATION

## OPENING REMARKS

by IAN HANNA,
TUTOR ORGANISER,
DEPARTMENT OF ADULT EDUCATION,
UNIVERSITY OF ADELAIDE,

### The Characteristics of Statutory Authorities

The term "statutory authority" is generally used for a type of government-established Authority, Board, or Commission, etc., set up outside the regular public service to exercise some administrative powers and spend public money. The one essential condition of a statutory authority is that it is established by an act of parliament, usually a distinct and exclusive act, which specifies the authority's field of activities and duties, outside the fields administered by the existing public service. The statutory authority is usually given more latitude than public service in the ways it may operate and in the ways it may spend public monies, though it is accountable to parliament through some minister.

These characteristics of the statutory authority would apply to all the three cases under consideration in this session, the Adult Education Boards of Tasmania and Queensland, and the Council of Adult Education in Victoria. In their cases they are responsible to their Parliaments through the Ministers of Education.

Generally, control of a statutory authority is vested in a board representing various relevant interests which may include professional, commercial, educational, voluntary bodies, and even other statutory authorities and some public service departments. One of the special values of this type of board is its outside representation and control. It would be rather a waste to set up a statutory authority and then place the board virtually under public service or government control.

We need to remember that the largest statutory body in this country with a major adult education function is not represented in this session, this body is the Australian Broadcasting Commission. However, its adult education function is recognised by this Conference, as one of its specialised adult education functions is dealt with by a paper in the session on Agricultural Extension. We should also note in passing, that all of the Australian universities which carry out adult education are also, in truth, adult education statutory authorities, all having been established by separate acts of parliament.

We will consider in this session only the three statutory authorities set up exclusively for adult education purposes, in Victoria, Queensland and Tasmania. We would notice first of all that the fact that each has been set up by an act of parliament in the few years between 1944-1948 is their greatest common characteristic. In all other matters they can differ from one another, greatly. This in itself should not be a cause for wonder, since the main justification for a statutory authority should be the degree of freedom it has to experiment with, and maintain services for new types of social and personal needs in education, according to the varying conditions of differing states. A few of the principal differences between these three statutory authorities are worth mentioning.

## Finance

Methods of finance differ from one statutory authority to another. Basically, they have a government grant provided for by their act or by regulations. Queensland differs from the other two in that it does not charge any fees for its services. This, I would suggest, is not good, because it means there is no budgetary flexibility. Many of the services given in Victoria and Tasmania could never have been given unless they had their enrolment income to supplement their grants, and in some cases to cover their entire outgoing expenses. (I know this from experience, having built up the foreign language programme in the C.A.E. by financing it out of its own fees.) Without this financial flexibility the communities of Tasmania and Victoria would have been deprived of services which the enrolments show they recognise to be of value. Such institutions as the Tasmanian weekend schools and the Victorian summer schools, would have been impossible. However, we should recognise that the right of charging is no substitute for a good initial state grant.

## Recruitment of Staff

In Queensland and in Tasmania, the staff are employed by the Public Service; in the Victorian C.A.E., it is the Council itself which is the employer. All are fairly free in their rights to recruit outside the State Public Services. This, I think, should be recognised as being a good thing since, if they are to have the freedom to meet new needs and tackle new tasks, they will need the right to recruit new talent which will not necessarily be the same as that cultivated by established Public Service departments. The diverse origins of the staffs of all adult education bodies, including the university adult education departments, shows the importance of keeping an open door for employment of people who become interested in taking up adult education as a career after a variety of other experiences and jobs.

In Victoria members of the State Public Service may apply to join the staff of the C.A.E., on equal terms with outside candidates, and without the right of appeal to the Public Service Board. They may join the C.A.E. (and other Victorian statutory authorities) without losing their rights of seniority, superannuation, etc., which they have accrued in the Public Service; they may later move back into regular Public Service from the C.A.E. without loss. This means that the C.A.E. can draw equally on talent from inside and outside the Public Service. I would suggest that this would be the best practice for other states.

The number of staff in Australian university adult education who have come from service in any one of these three statutory adult education bodies is a sign that the statutory authorities have good methods of staff selection and are regarded as good training grounds for university service. It also suggests that their best rank and file are underpaid.

## Staff Distribution

Variations in staff distribution shown by the three authorities are influenced by the physical and social conditions of the state to be served, and also by the policies of their boards. Tasmania and Queensland have in common wide dispersals of population, though the physical areas of the States differ greatly. Both these States have distributed their working staff widely through country centres. Tasmania has developed small country adult education centres with offices and some facilities for small classes, thus spreading the service to a population which is both small and scattered, outside the cities. This seems to be an appropriate form of service for these states.

The Victorian C.A.E. has centralised its staff on the capital, which contains about two-thirds of the State's population, and it radiates both its staff and its services out from the centre. It has, up until the last couple of years, maintained a relatively well financed community arts service which has resulted in stimulating many country drama groups of a high standard. Victoria has developed no C.A.E. country branches or regional offices as have Tasmania and Queensland. However, the policy of encouraging local projects rather than appointing and controlling local officers has assisted the formation of the Wangaratta Adult Education Centre, described in Colin

Cave's paper in the section on State Education Departments and Adult Education. This I think, will prove ultimately the most important model for the development of country adult education centres as it has emphasised local control and responsibility for a centre which is paid for largely by the Victorian Education Department without being dominated by that Department. This would not have been possible without more than a decade of C.A.E.'s supply of community arts and other adult education services.

## Discussion Group Box System

The valuable discussion group system, which Western Australia took from New Zealand, has been developed well by both Victoria and Tasmania, but Queensland could evidently not give such a service without charging, though it provides a free book box service to its classes.

## Relations with Other Bodies

The statutory authorities have proved flexible enough to work with and stimulate outside organisations, voluntary, civic and educational, including education departments. They have acted as the functioning agent for Commonwealth Literary Fund services, local art galleries, film libraries, etc. In the case of Victoria the C.A.E. was able to provide, with additional government finance, a good adult education service in some prisons. Queensland and Tasmania appear to have exploited radio reasonably well.

## Relations with Universities

The Tasmanian Board has acted as the University of Tasmania's extension agent. The Board's country offices making arrangements for extension lectures in their areas; similarly the Queensland Board acts as agent for its University's Public Lecture Committee. The Victorian C.A.E. has had access to the staffs of all its universities (there are now three of them) and has been able to conduct much of its regular class programmes on the university premises, mainly Melbourne and latterly Monash. These have been in the form of regular classes rather than university extension. These class programmes have even proved a valuable support to university modern language departments, sometimes even being used as preliminary courses.

The statutory authorities have given assistance to university extension services, but so far it could not be said that they have proved a substitute for university extension departments. The authorities have had the advantage that they could explore new fields of adult education, including university fields of study and they have not had to be concerned with criticisms that their standards were not appropriate to a university. However, the authorities have not been equipped to carry out research or evaluation of their services except by pragmatic rules of thumb. I would suggest that close co-operation with universities could help in this evaluation.

## Pros and Cons

It appears to be that the authorities have proved their most useful field to be the exploration and provision of broad and popular adult education; the provision of the repertory programmes of classes and also occasional lectures which may be called popular university extension, some of it at a high level. Do the authorities have sufficient freedom to handle controversial issues of politics, including criticism of government or public service? In short, how far can they be really independent of political and social pressure? Their vulnerability would depend on the degree to which their constitutions allow effective pressure to be applied through governments or public service representation on their boards. This is one reason of course, for keeping them independent of the public service. Where their finance is guaranteed by their enabling acts, they would appear to be free from pressure. However, as any educational body worthy of the name is always able to spend more money than it is initially given, government financial pressure could be applied at the time when supplementary estimates are being asked for from the state budget. In the end, the integrity of the staff is the only guarantee of proper educational freedom, and I would suggest that closer association with universities is their best protection.

The authorities are evidently no substitute for a system of night schools, evening classes of the more routine type of scholastic and public examination subjects, and they have not demonstrated that they are a substitute for university extension departments, but they can give valuable assistance and supplementary services where they have their freedom to experiment and co-operate.

## Discussion Points

Might I suggest that your discussion groups now consider two questions along these lines -

(a) What are the advantages of statutory authorities in adult education, and what functions do you think they serve well?

(b) What appear to be the deficiencies of statutory authorities, and for what services are they not suited?

# 8. THE ADULT EDUCATION BOARD OF TASMANIA

by WAYNE HOOPER,
ADULT EDUCATION OFFICE,
A.E.B. OF TASMANIA.

## History

No history of adult education in Tasmania has yet been written. The Historical notes contained in this paper are therefore the result of a superficial survey of readily available sources, namely, interviews with persons involved in the field at the time and the reports of committees of enquiry.

During the course of his visit to Australia in 1913 Albert Mansbridge travelled to Hobart to preach the W.E.A. gospel. By his own account the visit was successful.

> "When we reached Hobart it was clear to us that a new University movement was in being, as the result of the enthusiasm of graduates who, at that time, were holding influential positions in the State. We spent only four days there, but our efforts were so well seconded by the Trades Council, the aforesaid graduates, and the Premier, Mr. Solomon, who recommended Parliament to grant £500 for a tutor, that we completed our task."

The Tutorial Class Movement began in 1914 with one part-time tutor and three classes in Hobart. By 1920 the staff available '....for conducting these classes consisted of the Lecturer on Economics at the University, giving about half-time to the conduct of classes and the general direction of the Movement, one full-time tutor for the North and North-West; and three tutors taking each one class as an addition to their ordinary University or other work.' The dual organisation of the W.E.A. and the Univerisity Committee for Tutorial Classes worked well.

The Committee of the University Council which in December, 1921 reported on the achievements of the Tutorial class experiment was able to conclude:

"(i) The ideal of adult education is one of the highest national importance, and at this particular time the importance is of peculiar urgency.

(ii) The method of the Tutorial Class conducted by University, to meet the demand organised by the W.E.A. is the most helpful method of attack so far devised.

(iii) The practical organisation of the joint movement in Tasmania is planned on good lines, and the administration of it is efficient and economical.

(iv) ..........

(v) The personnel engaged in the work reach a high standard in ability, equipment, and personal character.

(vi) The standard of work reached is fully up to the Australian standard, and is little behind that of the better English classes.

(vii) The movement in Tasmania reaches a much higher proportion of the population, and therefore some falling below the English standard is to be expected."

In 1940 the W.E.A. persuaded the Government to make its financial grant for adult education direct to the W.E.A. Previously the Government grant had been made to, and administered by, the Committee for Tutorial Classes which thenceforth became redundant. The W.E.A. became the sole body responsible for adult education.

The next decade in the history of adult education in Tasmania 1940 - 50 was a crucial one. It saw the fall of the W.E.A. and the rise of the Adult Education Board in its place. It was a decade in which clashes of personalities and sectional interests vitiated the efforts of those who were trying to advance the cause and a decade in which the Government commissioned two enquiries into adult education.

In November, 1944 a Board of Inquiry was appointed to inquire and report on the state of adult education in Tasmania and its future development. The Chairman was Sir John Morris, Chief Justice of Tasmania, later to become first Chairman of the Adult Education Board. The Board of Inquiry concluded that 'no existing body capable of satisfactorily undertaking the task that lies ahead of adult education.' It recommended that.. 'a new authority must be established whose function will be not merely to co-ordinate the activities of existing and future bodies but itself to interpret adult education to the government and actually undertake it on a large scale.' The Board saw this new authority as an Adult Education Council consisting of seven members, three to be appointed by the government and one to be nominated by each of the State

Library, Education Department, University and the A.B.C. The W.E.A. was not specifically reserved a place on the Council. The Board recommended that existing voluntary bodies ought to continue and be used where possible as the agencies of the Council provided that their activities did not become wastefully competitive.

The situation in the next two years 1945-47 was fluid and it is difficult to ascertain exactly what happened and why. Two things stand out clearly however. The recommendations of the Board of Inquiry were not implemented and Dr. W.G.K. Duncan, then Director of Tutorial Classes, University of Sydney, was asked to "...investigate and report on the future of adult education in Tasmania." This report was presented in 1947.

Dr. Duncan concluded that the W.E.A. had "lost its soul" and that it was an impediment to the growth of adult education in Tasmania. He recommended that its government grant be discontinued and that thenceforth all financial aid for adult education in Tasmania should be granted to an Adult Education Board. These and other recommendations were substantially embodied in the Adult Education Act, 1948.

## The Provisions of the Act

The Act provides for a Board of nine members of whom three are nominated by the Minister and of these one is appointed Chairman by the Minister. Of the remaining six, one is the Director of Education or a person nominated by him and the others are appointed by the Minister on the nomination of the Council of the University of Tasmania, The Tasmanian Library Board, the Council of Workers' Educational Association, the Arts Council of Tasmania and the Australian Broadcasting Commission. Members of the Board hold office for a term of three years, under the usual conditions which apply to such appointments.

The Powers, functions and duties of the Board are set out in Section 8 of the Act.

"8 (1) It shall be the duty of the Board -

(a) to advise the Minister on matters of general policy with respect to adult education;

(b) to investigate, and report upon, any matters relating to adult education which may be submitted to the Board by the Minister for investigation and report;

(c) to plan and supervise the administration and development of adult education in this State, and to assist other bodies actually engaged in adult education in this State;

(d) to take such steps, and make such recommendations to the Minister, as the Board may think necessary or desirable, for the purpose of co-ordinating the activites of bodies engaged in adult education in this State; and

(e) generally, to promote adult education in this State.

(2) For the purposes of this Act the board may -

(a) organise and conduct, either of itself or in collaboration with any other body or bodies engaged in cultural or educational pursuits or in the encouragement of the arts and sciences, such lectures, classes, vacation schools, and other activities which the Board may think necessary or desirable for the purposes of, or in connection with, the promotion and encouragement of adult education in this State.

(b) charge and receive such fees and payments as the Board may impose or as may be prescribed in respect of any services supplied by the Board, and in respect of the admission of persons to, or the enrolment of persons for the purposes of, any lectures, classes, vacation schools, or other activities organised and conducted by or on behalf of the Board under and for the purposes of this Act.

(c) out of moneys available to the Board for the purposes of this Act, make payments or advances (either unconditionally or subject to such conditions as the Board may determine) to local advisory committees appointed under section ten, or with the prior approval of the Minister, to other bodies engaged in adult education in this State; and

(d) generally, do all such acts and things, enter into all such contracts and arrangements, and exercise and perform all such powers, authorities and functions as may be necessary for carrying out or giving effect to the purposes of this Act."

## Staff

The salaried staff consists of the Director, who is appointed by the Governor on the recommendation of the Board for terms of three years. He is the chief executive officer of the Board and is responsible for planning and organising adult education throughout the State.

There are five senior regional officers, each allocated to one of the main regions of the State (i.e. Hobart, Southern Area, North East, Devonport and Burnie); one senior officer who serves the whole State in the drama field; two deputy regional officers, one in Launceston and one in Hobart; and an officer attached to Head Office. The administrative staff consists of the secretary of the Board, two male clerical assistants and twelve typists.

The regional officers and their deputies are primarily organisers. They are not required to undertake any teaching. The Drama Officer, however, though primarily an organiser, does conduct drama classes and schools.

## Methods

The main method of teaching is the weekly class which usually meets for about two hours a week for ten weeks. The types of classes offered include crafts and hobbies, liberal education, languages and the arts. Occasionally vocational subjects such as typing and salesmanship are offered. With the acquisition of 'The Grange' Residential College weekend residential schools have come to play a significant part in our programme.

Seminars for special interest groups such as teachers, clergymen and business executives, are arranged from time to time. For example, during the past four years an annual 'matriculation seminar' has been arranged. The aim is to enable matriculation students, especially those from towns outside Hobart, to gain an insight into university life by living for two days in colleges and attending specially prepared introductory lectures in a wide range of subjects.

## Principles

The interpretation placed on the Adult Education Act by the Board over the years has been one which saw the role of the Board not only as a general provider of adult education but also as a co-ordinator of the activities of other bodies engaged in the field. Thus an operational definition of our aims would need to cover activities which range from the sponsoring of jazz clubs for teenagers and the organising of mountain camps to classes in philosophy and weekend schools on writing local history.

Our guiding principles are to a large extent pragmatic and often based on demographic and financial considerations. As a general rule classes and other regular activities in the programme are required to be financially self-supporting. This requirement combined with the fact of Tasmania's small and scattered population determines to a significant extent the nature of our programme. The result is a range of courses from Astronomy to Welding among which those which prove popular tend to be perpetuated. Together they make a pattern formed by response to public demand, known needs and needs of which the staff are conscious but the public may not be aware. Courses do, however, form only a part of the total programme, the creative and imaginative parts of which are to be found more in the seminars in which social problems are opened up, the summer schools the justification of which lies in the study of significant issues and week-end schools which often provide the end piece to a course of study.

## Summary of Activities 1967

(1) Courses

| | Number of Courses* | Number of Enrolments** |
|---|---|---|
| Hobart | 231 | 3095 |
| Launceston | 147 | 2013 |
| Devonport | 64 | 721 |
| Burnie | 47 | 610 |
| South | 114 | 1239 |
| TOTAL | 603 | 7678 |

(2) Publications Morris Memorial Lecture "Education: How Much, Quantity and Quality"

(3) Weekend and Summer Schools 34 (Enrolment 795)

(4) Discussion Groups 32 (Enrolment 390)

(5) Seminars, Day Schools etc. 8 (Enrolment 515)

(6) Extension Lectures

| | |
|---|---|
| Number of Lecturers | 21 |
| Number of Lectures | 86 |
| Estimated Attendance | 9,612 |

* Course means a series of (usually) ten meetings. A class that meets for the whole year, three terms, is recorded as three courses.
** Enrolments means enrolment for a course. Thus a person who enrols for a three-term course is classed as three enrolments.

(7) **Exhibitions**

| | |
|---|---|
| Number of Exhibitions (showings) | 6 |
| Estimated Attendances | 4,000 |

(8) **Drama**

| | |
|---|---|
| Number of Dramatic Performances and Recitals Organised by the Board. | 11 |
| Attendance | 6681 |

# 9. THE COUNCIL OF ADULT EDUCATION OF VICTORIA

## A CATENA OF QUOTATIONS

by A. WESSON,
DIRECTOR OF DISCUSSION GROUPS,
C.A.E. VICTORIA.

### A. Historical Causation of C.A.E.

### (i) Poverty of resources for adult education work

| | | |
|---|---|---|
| 1937 - 41 | £3,900 | |
| 1942 - 43 | £4,900 | |
| 1944 - 46 | £5,900 | 1. |

### (ii) The University's attitude

1938 Director of Extension Gunn: In effect, therefore, classes are one year classes representing a standard which some consider to be outside the scope of the University. 2.

1944 Vice-Chancellor Medley: The needs of the principal departments of the University - underfinanced and understaffed as they were and facing a big influx of numbers - must come first. 3.

### (iii) The attitude of senior adult educators

1944 Madgwick: Each state should, I think establish its own Adult Education Board, on which it would bring together representatives of all the bodies most concerned, such as the University, the Education Department, the W.E.A., Public Library, Documentary Film Committee, and the other bodies interested in adult education. 4.

1944 Stewart: Finally, I have suggested that the State must be responsible for the maintenance of standards in all educational work financed by public money; that it can exercise this function best through a Board of Adult Education, which shall not be a teaching body itself, but shall be charged with the responsibility of planning and supervising the expansion of adult education through voluntary agencies and other institutions in the field. 5.

### (iv) The attitude of the Department of Education

Mr. J. A. Seitz, in May* 1946, invited the committee (State Advisory Committee for Services Education) to reconstruct itself as a committee of investigation into the state of adult education in Victoria and to lay proposals before him for possible implementation by his Government. 6.

## B. Functions of C.A.E.

### (i) Part of the State's educational provision

For the first time, adult education is to receive direct Government sanction and support. It is now recognized as an integral part of the State education system ... The financial support (£25,000 p.a.) is very generous. 7.

The Council may now be regarded as a firmly established part of the machinery for State assisted education. 8.

Adult Education in Victoria is part of the educational system of the State. 9.

The Director had visited various centres ... In Wangaratta he had met the High School Committee, and it seemed as if progress would be made. The Committee would like to establish evening classes. 10.

### (ii) But with freedom of policy-making

The Council, as a statutory body, determines its own policy, but that policy has received ... the backing of the Minister and of the Education Department. 11.

For the State ... is that rare patron, who, paying the piper, has yet denied itself the right to call the tune. The Council of Adult Education is not a Government department. It is a statutory authority ... Its policy will be made by the Council and not by the Government of the day. 12.

### (iii) As enacted by Parliament

(2) The functions of the Council of Adult Education shall be -

(a) to advise the Minister on matters of general policy relating to adult education;

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* Actually 21st. February 1946; the Committee first met on 29th May, when it immediately recommended the establishment of a statutory board. (A.W.)

(b) to report to the Minister on methods or developments in adult education which in its opinion should be introduced into Victoria;

(c) to plan and supervise the administration and development of adult education in Victoria and to assist other bodies actually engaged in adult education in Victoria. 13.

(3) For the purposes of this Part the Council may -

(a) organise and conduct, either by itself or in collaboration with any other body or bodies engaged in cultural and educational pursuits or in the encouragement of the arts and sciences such lectures, classes, courses, vacation-schools and other activities as the Council thinks necessary or desirable for the purposes of or in connection with the promotion and encouragement of adult education;

(aa) enter into contracts agreements or arrangements with any persons or bodies of persons for or in connection with the giving in Victoria of such concerts recitals exhibitions theatrical performances or entertainments as the Council of Adult Education deems conducive to adult education, and do all such acts and things, including the payment of moneys, as are necessary or expedient for carrying any such contracts agreements or arrangements into effect;

(b) charge and receive such fees and payments as are prescribed or as the Council imposes in respect of any services supplied by the Council and in respect of the admission of persons to or the enrolment of persons for the purposes of any lecture classes courses vacation-schools or other activities organised and conducted under this Part;

(c) with the approval of the Minister, out of moneys available to the Council make payments or advances to local advisory committees appointed by the Council or other bodies engaged in adult education in Victoria. 14.

## C. Aims and Principles

### (i) No vocational teaching

All these lecture classes deal with general education and cultural subjects, and the Council has not attempted to provide teaching in directly vocational studies. 15.

### (ii) The acceptance of a widened concept of "education"

Whilst the more serious and solid studies must be continued .. the scope of adult education will necessarily be widened, so that it will include a great deal that in the past we have hardly thought worthy of the name of education; all sorts of recreations, hobbies, any worthwhile occupations which people wish to take up in their leisure time. 16.

From the outset the Council has interpreted its charter in a very broad way. It has endeavoured to provide a general* service as attractive as possible, to a wide audience. 17.

(iii) Centred on relevance to students' felt needs

It is useless to complain that the ordinary man in the street is uninterested in education if what is offered him under that guise is not seen to be relevant to his own purposes and interests. It is still true that much of our work appeals only to a minority whose interest in abstract ideas, in knowledge for its own sake, has already been aroused. 18.

We believe it is our function to provide an educational service for those who want it, whether they be adolescent or sexagenarian, executive or operative, semi-illiterate or graduate, and to provide classes of a type related to their needs. 19.

(iv) To improve the quality of life ("personal enrichment")

To spread knowledge of the arts, to educate public taste and improve the quality and interest of life, by stimulating interest and activity. 20.

To make good some of the limitations of the educational system of the state, which leaves the majority of the citizens without educational aid after the period of primary schooling ceases. The aim here should be to awaken an understanding and appreciation of art, literature, music, the drama, and the cultivation of powers of reasoning and discussion, the dissemination of accurate information on social, political, and economic topics, together with assistance in finding and assessing such information.

To provide an educational service available to those who wish to develop to a further degree some special interest already acquired. To this end, a service might be developed to aid those who wish to write short stories, novels, verse, history, etc., for those who wish to learn to paint or draw, to take part in dramatic work, either as actors, producers, stage designers, etc., and for those who wish to take an active part in some special field of public work, in politics, local government, or in community services of other kinds. 21.

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* "General" seems to have meant "not restricted to only one kind, or to very few kinds" (A.W.)

## D. Methods

### (i) Individual methods

Adult Education - a quarterly journal for students

Group Affairs - a free quarterly newsletter for Discussion Group members

Library - approximately 25,000 volumes (fixed ceiling) 48,877 borrowings 22.

### (ii) Group methods using information type techniques

Short and Medium Lecture-Courses
420 Courses
10 units to a course, except for 111 courses such as languages, philosophy, psychology and so on, which run from 20 to 36 units
13,813 enrolled for full courses
6,162 casual enrolments for broken courses

Enrolment by subject field:

| | Enrolment | No. of classes | Average per class |
|---|---|---|---|
| Art | 1,903 | 64 | 30 |
| English & Speech | 1,742 | 53 | 33 |
| History, Politics & Current Affairs | 1,695 | 38 | 45 |
| Languages | 1,613 | 58 | 28 |
| Music | 1,113 | 50 | 22 |
| Psychology | 755 | 13 | 58 |
| Business & Vocational | 562 | 10 | 56 |
| Deportment | 499 | 19 | 26 |
| Drama & Films | 452 | 9 | 50 |
| Philosophy | 440 | 14 | 31 |
| Science & Applied Science | 423 | 12 | 35 |
| Decimal Currency | 365 | 3 | 122 |
| Education | 360 | 9 | 40 |
| Home & Garden | 355 | 7 | 51 |
| Literature | 296 | 13 | 23 |
| Social Studies | 262 | 4 | 65 |
| Reading Improvement | 231 | 14 | 17 |
| Archaeology | 161 | 4 | 40 |
| Religion | 152 | 7 | 22 |
| Hobbies & Pastimes | 151 | 6 | 25 |
| Creative Writing | 136 | 10 | 14 |
| Travel & Description | 84 | 2 | 42 |
| Economics | 63 | 1 | 63 |

Trends in demand:
Politics, and religion are waning.
Asian affairs, psychology, and geology are steadily good.
Practical painting and music-making are rising. 23.

Schools

Week to a fortnight:
Summer Schools - four - typically 100 students at each school
Spring School - one - 99 students

One-day:
Three - typically 100 students
Three more schools were organised through the A. E. A. 24.

Travelling Art Exhibitions

One. In 26 centres

Travelling Theatre and Music. temporarily suspended

Instead the Drama Officer organised assistance as requested for sixty drama groups; nine weekend drama schools; and a dozen individual lectures. 25.

(iii) Group methods using application-type techniques

Discussion Groups
472 groups
5, 169 students
75% choosing discrete units 26.

Trends in demand:
Foreign parts, international affairs, racialism are weakening; Australia's future, the good life, and child care are strengthening. 27.

Note on students: the members of city Discussion Groups are mostly lower-middle class women, about 40-50 years old. 28.

## E. Staff

Director - a policy-maker
Secretary - a business manager
5 Education Officers - specializing in Classes, Discussion Groups, Drama, Liaison, and Schools and Conferences.

All are organisers rather than teachers; but
Those of us who cling to the image of the teacher as a didactic figure, engaged in the skilful and patient unfolding of a logical sequence of facts and ideas, would be better advised to abandon this traditional concept. The Teacher's role should rather be seen as that of a controller and manipulator of the intellectual environment, providing

experiences appropriate to the needs and potentialities of his pupils. 29.

Librarian and three assistants
Accountant and three assistants
19 supporting staff

## F. Relations with other Agencies

(i) To assist them: see above Act 2c, 3d

(ii) To collaborate with them: see Act 3a

The guiding principle of the Council in this matter is aptly summed up in the slogan adopted by the British Arts Council - Co-operation with all, competition with none. 30.

(iii) To sit on their councils: The Director is ex officio on the University Extension Committee; and is also on the Council for Public Education. And one officer of the C.A.E. may sit ex officio on the A.E.A. General Committee.

It has been suggested that the W.E.A. should become the nucleus of an Adult Education Institute or Association, to supplement the work of the Council of Adult Education, and to bear a similar relationship to that Council as the W.E.A. bears at present to the University Extension Board. 31.

(A.E.A. Aims)

(a) To encourage public interest in and support for the development of adult education.

(b) To promote understanding and co-operation between the organisations engaged in adult education.

(c) Generally to support the efforts of organisations seeking to promote the cultural and educational development of Victoria 32.

The Liasion Officer of C.A.E. is a committee member of seventeen bodies concerned in part in adult education; and is in close touch with a score or so more.

(iv) To have their representatives sit on the Council (C.A.E.)

The Act, 66: 3a-k, lays down the composition of the Council as follows:

Ex Officio

Director of Education
Manager of the A.B.C.
Vice President Inst. of Colleges

Vice-Ch. Melbourne
Vice-Ch. Monash
Vice-Ch. Latrobe

Plus

| | Number | Nominated by |
|---|---|---|
| a. | 1 | Minister of Health |
| b. | 1 | Trades Hall Council |
| c. | 1 | Chambers of Manufacturers |
| d. | 1 | Agricultural Societies Association |
| e. | 1 | Library Council |
| f. | 1 | Documentary Film Council |
| g. | 1 | National Gallery |
| h. | 1 | National Museum |
| i. | 4 | "representing voluntary and other associations departments or organisations interested in adult education" |
| j. | 2 | Governor in Council |
| k. | not more than 2 | Co-opted |

## (v) To urge them to greater activity

The general policy followed . . . is that the Council should attempt to act as a stimulating force and encourage self help wherever possible. 33.

The existence of the C.A.E. which provides a general adult education service, ought not to prejudice an active extension programme* at the University. The C.A.E. is not equipped to provide the kind of services which the University can offer, and indeed, its efforts may be said to be incomplete and hampered, without full University participation in adult education.

(1. Public relations
2. Professional training
3. Courses for extra-university bodies
4. Humanities for non-humanity graduates
5. More public lectures
6. University public lectures in the country
7. Professional training in adult education) 34.

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2. J.A. Gunn: draft U.E.B. Annual Report, U.E.B. Minutes 31st. October 1938

* As opposed to "general", "extension" seems to have meant restricted to one kind, what is appropriate to a university, as summarized in 1-7 (A.W.)

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8. Minister for Education Tovell, in C.A.E. Annual Report 1948, Introduction
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13. This paragraph from the current "Education Act" (6240 - An Act to consolidate the Law relating to Education), Part V - 65, has been identical even since the original Bill of 16 October 1946
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# 10. THE QUEENSLAND BOARD OF ADULT EDUCATION

by L.B. CARTER,
SUPERVISOR OF ADULT EDUCATION,
QUEENSLAND.

## Constitution

This service is conducted free by a statutory Board, the first of its kind in Australia. This was established in 1944 under an act of 1941, and it replaced the Committee for Tutorial Classes which had existed between 1914 and 1939. The staff are public servants, a branch of the Education Department.

## Aims

The Board quickly stated its purpose - to provide throughout the State facilities by which adults might share in the public and cultural life of the community. It was careful to add "without duplicating courses already available."

The proviso was quite important in this State for two reasons. The first was that the University, by its Department of External Studies, was providing facilities for thousands of country people to do degree courses or single subjects, if desired, while the Education Department, through the Technical Colleges and its Secondary Correspondence School, was doing even more at a lower educational level. The Board had no desire to duplicate what was already being well done.

The second reason was financial: the Board's courses were free, and should not compete with those offered in the same town on a paying basis. This meant, however, that where a course was not available the Board could, and would, supply it in addition to its more usual subjects.

## Development

The present Supervisor was appointed as the Board's first staff member in May 1945 and Brisbane premises were secured soon after. But in the meantime a few country advisory committees had been established, and the first public lectures were in fact, given in Mackay and Toowoomba in that year.

The Board's belief was that country people had at least as much claim on its services as those of Brisbane, and it felt that a decentralised administration was the way to secure this. Therefore organising staff were recruited and Centres established, first at Rockhampton and Townsville, later at Toowoomba, Cairns, Maryborough, Moreton (Brisbane) and most recently at Mackay. In addition there is a sub-centre at Bundaberg, part-time.

## Organisation

In all these centres there are two men, except at Moreton and Mackay, which have one each. All have clerical staff. These District Organisers are, preferably, graduates with some knowledge of the more usual subjects required. They are asked to do some lecturing, but their main work is to travel through their district, talk to people, and assess the requirements of those seeking to further their education. They must then seek out lecturers or teachers and satisfy themselves as to these people's suitability for the work. They then recommend to the Board, which provides the courses and pays the lecturers or teachers. Then advertising, hall-hiring and so on are done locally.

The choice of subjects varies somewhat from place to place, but those most in demand are English Expression, English Literature and Drama, Public Speaking, Psychology, Current Affairs, Modern Foreign Languages (outside Brisbane - the University provides them there) Geology, Astronomy, Travel Talks and Photography. A course was recently begun in Townsville on digital computer theory. There are also frequent requests for instructions in various kinds of handicrafts.

Free Libraries for enrolled students are maintained at all Centres, which also act as meeting-places for a number of autonomous local societies such as Naturalists, Local Historians and Astronomers. The Townsville Centre has as Assistant District Organiser a Fellow of the Royal Astronomical Society who established and helps to run one of the most efficient moonwatch groups (satellite observers) in the world, with equipment supplied from Washington.

The general effect of all this is that the District Organiser tends to become the guiding spirit of all cultural movements, and his standing in the community is high. He also tends to have less and less home life. Dramatic productions fall naturally to his lot, and over half the dramatic societies in Queensland have been formed or assisted in formation by Adult Education.

## Radio and T.V.

Broadcasting has been of the greatest assistance ever since the Board's work began. Local radio stations are glad to interview visiting lecturers and even, at times, to broadcast discussions. Paid announcements are made, but a great deal is done on a station-time basis. Recently the heartening news was received that the commercial channel at Cairns would telecast half an hour of certain lectures and that the audiènce would be welcome to use the studio for the full lecture in each case.

## Newspapers

Few country editors will send a reporter to cover any but the most exceptional talks, but if the organising staff care to send in a report it is almost always published, and in this way reaches many who could not attend. In fact, after a good many years of slowly making the point, it seems as if the editors and station managers realised that what Adult Education does is of interest to their readers and hearers.

## Special Schools and Lectures

From time to time week-end schools are organised in country towns, usually on such subjects as Art, Drama or Current Affairs. They are not held frequently, as the staff has to have some rest. The most successful ones in recent years have been conducted by Eric Joffiffe, who has several week-long and week-end courses in various districts to his credit. The subject, by the way, is practical art. Eighty or a hundred people usually attend these schools.

In addition, the staff organise the country lecture tours for the University Public Lecture Committee and also the annual Commonwealth Literary Fund tours.

## Statistics

In Brisbane and the larger country towns it is practicable to enrol students in regular classes. For example, in Brisbane last year 4,377 people were enrolled for one or more subjects, and the courses lasted either one term of twelve weeks or else three terms. There were about thirty classes available each term. But in smaller towns lectures are more infrequent and enrolment is not usual. It is not necessary, since no fees are payable, and this removes what would be a very limiting and costly factor - the collection and recording of small sums in places where no full-time officer is stationed. For the reason given above it is considered better to count attendances rather than students, since what we want is the use of our facilities, not the collection of statistics. The total attendance at all educational activities, which usually number about 9,000 lectures and class meetings and 1,600 film-screenings a year, is a little over a quarter of a million. The expenditure for 1965-66 (June) was $164,961. This covered salaries, cars, rentals, lecture-fees, advertising, library books and all incidentals. It was totally provided by the State by direct appropriation.

## Comparison

It will be seen from the above that there is very little similarity between Queensland Adult Education and Albert Mansbridge's Tutorial Classes. Conditions are totally different after the lapse of fifty years, and the need for the older form has diminished; few courses conducted under University Adult Education auspices in any State now are of the original type. But conceding that University Tutorial Classes could perform a valuable function, they would certainly not provide a suitable pattern for Queensland. They could be made available in only two places in a state of two-thirds of a million square miles. The Board therefore turned to a system which appears to meet the needs of most adults and to make adequate provision for those whose interests are not covered by the courses available from other sources.

## Relations with other Bodies

The Supervisor is a member of the University Public Lecture Committee already mentioned. There are no other comparable bodies in the State, but we have excellent relations with many cultural societies, including the C.W.A. and the usual men's organisations. It is worth mentioning that at Innisfail the City Council remits half the hire of its cultural centre when we use it, and that many small acts of co-operation are offered everywhere by civic and business organisations.

The Future: I see no reason why the present system, gradually expanded, should not continue - it has been well tried and altered until it now fits in very well with the overall educational pattern of the State.

# 11. STATUTORY AUTHORITIES IN ADULT EDUCATION

## POINTS FROM DISCUSSION

Spokesmen from the five discussion groups gave their group reports which were then discussed by the plenary session.

Statutory authorities, it was agreed, did well at providing a broad, general level of education and community arts, and were capable of reaching a wide range of people throughout their states. There was difference of opinion on how far statutory authorities could go in providing substantial courses, and whether their students could get the same personal satisfaction as from university adult education tutorials. One group considered that the statutory authorities could not provide professional refresher courses, but another group said that university extension might quite well be provided through the administrative machinery of statutory authorities.

The flexibility of statutory authorities in choice of subjects, lecturers and methods, was mentioned several times in group reports and the discussion, as an asset. One group's opinion was, that a statutory authority could experiment more readily than other bodies and thus act as a "ginger group" to stimulate university and education departments to enter new fields. It was noted that a statutory authority could move easily into new fields if any of its functions were taken over by another body.

It was considered an advantage that statutory authorities had freedom from direct government control, and had no immediate fear of censorship or political influence, in contrast to state departments, but there was doubt of their freedom to deal with acute political controversies. It was pointed out that the Tasmanian A.E.B. had not dealt with the Orr case, nor had the Victoria C.A.E. dealt with the subject of hanging during the Ryan controversy. A disadvantage of a statutory authority, as seen by one group, was its dependence on the integrity, acuteness and forcefulness of the director and his board, and on the liberality of their minister.

Two groups considered whether the existence of statutory authorities was inclined to inhibit other agencies from providing adult education services; they noted the lack of evening class systems in Tasmania and Victoria. However evidence to the contrary was the continuation of such classes in Queensland, and in Victorian Technical Schools.

The Future of Statutory Authorities: One group thought there was no need for more statutory authorities because there was adequate provision by university adult education and education departments. Another group advocated re-constituted statutory boards, widely representative of the main voluntary groups involved in adult education, to co-ordinate the work of the education departments' adult education.

# 12. UNIVERSITIES IN ADULT EDUCATION

## OPENING REMARKS

by DEREK WHITELOCK,
SENIOR LECTURER,
DEPARTMENT OF UNIVERSITY EXTENSION,
UNIVERSITY OF NEW ENGLAND.

There are those who believe that universities should not be involved at all, at least as providing bodies, in adult education. Such a belief in my view ignores not only history but also contemporary social needs for university adult education and the inevitably stronger needs of future generations.

It may therefore be useful as a preliminary to outline briefly the historic evolution of university adult education and to note some statements of belief made at various phases of this evolution. The fact that most of these statements were made by Englishmen does not, I think, deprive them of relevance in the Australian context for, as Professor F. Alexander wrote in 1959 "(adult education in Australia) is still suffering from the effects of a system which was imported lock, stock and barrel from the United Kingdom nearly half a century ago", (Adult Education in Australia). This generalisation is broadly true, although I think it is wrong both in detail and emphasis. British institutions, methods and ideologies in adult education were transplanted, somewhat uncritically at times, over a period of many years to Australia, as the histories of Australian mechanics' institutes, evening schools, university extension and extra-mural departments, tutorial classes and the W.E.A. show. But so, indeed, were they transplanted in other countries.

The point is that there are important common denominators in adult education in all developed countries, and this is particularly applicable to the part that universities should play in the work.

University extension evolved in Britain during the late nineteenth century as a direct consequence of social and cultural pressures. It developed naturally, from within as it were, rather than as a result of Government legislation. The State tended to play a supplementary role, mainly in the form of financial aid, after the event. Moreover, the emergence of university extension was in part caused and immeasurably helped by the earlier adult education work of countless pioneers and voluntary bodies - Birkbeck, Lovett, the "Knowledge" Chartists, the mechanics' institutes, the co-operators, the working mens' colleges, the literary and scientific societies and so on. It advanced along a path prepared, in Professor R.H. Tawney's words, "by the vanguard of the anonymous". The fact that the universities had entered the field of adult education did not be any means imply that the older agencies were now redundant, and that the universities should in future act as an'omnium gatherum' for adult education: quite the reverse. University involvement greatly enriched and encouraged the work. It helped to inspire new agencies, like the W.E.A., founded in 1903, which soon entered into a fruitful working relationship with university extension and extra-mural departments, the nexus being the tutorial class and the Joint Committee. It also gave new definition and purpose to older institutions, like the educational settlements and the adult schools. Eventually, particularly after the 1919 Report (of the Adult Education Committee of the Ministry of Reconstruction), which was the Magna Carta of British adult education, and the Butler Education Act of 1944, it became apparent in Britain that the universities should play an important part in adult education provision. Also in the field were statutory and voluntary bodies. There was a sense of common purpose, a sense of co-operation, but it was clearly recognised that university extension and extra-mural work had, like the other bodies, a well-defined and special role. In broad terms, at least in earlier decades, directly inspired by British precedent, adult education in some Australian states crystallised into the same pattern.

What was and what is the role of the universities in adult education? In one important respect it is incontrovertible. Thus Albert Mansbridge in 1920:

> "A University must send out its roots and branches. It can never be a closed society. The day of the patrons, so far as places of learning are concerned, is over: it is the morning of the 'day of all the people'. A University, if it would fulfil its mission, must so interpret itself as to gain the affection and support of the people generally. In other words, it must have a direct and practical interest in the education of all adult citizens."

There have been many other expressions of this belief but none, I think, more succinct than that of the messianic founder of the W.E.A., I shall not labour the point beyond remarking that those who question the university's direct involvement in adult education are thereby denying that the university has a direct educational responsibility to the community that surrounds it, denying, further, its role as the intellectual arbiter of our civilisation and are subscribing to what Tawney in 1914 called "that bad utilitarianism which thinks that the object of education is not education, but some external result, such as professional success or industrial leadership." (The Radical Tradition)

There is another immanent principle in university adult education: that it should be pervasively liberal in its aims and in its provision. Universities have always, at least in theory, regarded as one of their basic functions the dissemination of liberal ideas in education. It followed, in Britain and other countries, that this tenet should be implicit in their provision for adult education. With it went the corollaries of the liberal ideal: freedom of debate, the spirit of critical inquiry, the acquisition of knowledge largely for its own sake and an over-riding concern with the human condition. The 1919 Report, which brought into being the university extra-mural departments, recommended that "the provision of a liberal education for adults should be regarded by universities as a normal and necessary part of their functions". This liberal emphasis became to Professor Wilshire "the Great Tradition" in British university adult education.

This having been said, it should be noted that in less important respects university provision for adult education has changed, is changing and will continue to change in response to changing social needs and pressures. At first university extension lecturers and their W.E.A. partners were primarily concerned with creating a makeshift educational ladder up which intelligent working men could climb to attain social justice, or, as R.D. Roberts put it more bluntly in 1891, to achieve "the near prospect of advancement into positions of trust and honour". (Eighteen Years of University Extension) In the late nineteenth and early twentieth centuries university adult educators were very much concerned with the educationally deprived, and their tutorial classes, extension courses and summer schools, exacting, thorough and of high academic quality, had a mainly remedial purpose.

In time, reforms in the formal educational system, such as the opening of the universities to talent rather than to income, reduced considerably the numbers of educationally deprived adults. This, together with the increasing diversity and complexity of knowledge, created a new emphasis in university adult education. After the second world war it became clear to some observers that the traditional concept of adult education as a belated salvage activity among the semi-literate masses was now largely obsolete. Sir Richard Livingstone in 1945 was one of the first to detect this new challenge to university adult education. He realised that

"... there are other people besides the masses. There is what is known as the educated class, in whose hands, though the composition of the class may change, the direction and leadership of the country will always rest. Paradox as it may sound, they need adult education more than anybody ... There is an urgent need of adult education of this kind, and the best agents to satisfy it are the universities, for they have the teachers, the libraries, the atmosphere and the tradition

of study and research ... This is a new function for the university - the organisation of adult study, not for those who have missed education in adolescence and youth, but for those who have had it. We might expect from such developments two most important results. They would be of immense assistance to those long-overdue sociological studies, which should be the most scientific development of the next fifty years. They are the only remedy for that chronic intellectual ill-health from which, generally without suspecting it, all of us more or less suffer with advancing years, because we do not take enough mental exercise."
(The Future in Education)

In his Report to the Universities' Commission on Adult Education in Australia in 1944, Dr. W.G.K. Duncan defined a need

"to allow, and enable, the University to play its proper role in the field of adult education. That the University's role will be an important one is only to be expected in view of its permanence and stability, its prestige and experience, its highly trained staff and equipment, its concern for educational standards, and its guardianship of the right to speculate freely and fearlessly."

There is, of course, and not least in Australia at present, some dispute about what this "proper role" of the university in adult education should be. Speaking in 1965 at the 31st Summer School of the Australian Institute of Political Science on Tertiary Education in Australia, Lord Bowden of Chesterfield, British Minister of State for Education and Science, had little doubt on this score. He saw adult education, with research and teaching, as one of "the three essential functions of universities".

Lord Bowden went on to make a statement which has great implications for university adult education in Australia.

"How, therefore, are Australian universities to ensure that what they teach is real, is exciting, changing and contemporary? Surely it must be by associating the university world as closely as possible with the worlds of industry, of commerce, and of manufacture ... the universities must study the problems of society or they may lose the intellectual distinction upon which rests their claim to the support which society has given them. President Thompson said 50 years ago: "It is wrong to operate a university merely to maintain standards. An institution should be operated for the good it can do, for the people it can serve, for the science it can promote, and for the civilisation it can advance."

Most universities in our modern world are involved to a varying extent in adult education. It is very dangerous to generalise about this commitment on the international scale, and dangerous enough to generalise about the involvement of the six committed universities (Sydney, Western Australia, Adelaide, Australian National University, University of New England) in Australia.

# 13. THE AUSTRALIAN NATIONAL UNIVERSITY DEPARTMENT OF ADULT EDUCATION

by J.W. WILSON,
ACTING HEAD OF
DEPARTMENT OF ADULT EDUCATION,
A.N.U.

## History, Aims and Guiding Principles

The Department was established in 1958 by the Council of the Canberra University College to provide university adult education courses for the A.C.T. and, in conjunction with the University of Sydney and W.E.A., for the towns of the Southern Tablelands region. The region and the A.C.T. from 1939 had been serviced from the University of Sydney with Discussion Courses, and continues to be so. With the appointment of a Resident Staff Tutor, Mr. B.H. Crew, a rapid expansion took place in the number of classes organised in Canberra itself, and classes and groups were also organised, and week-end schools conducted, in Goulburn, Yass and Cooma.

The amalgamation of the Canberra University College into the Australian National University as the School of General Studies took place in 1960 and the adult education department became a department of this School. In 1962 and again in 1964 reports on the future of the department were made by Sir George Currie and Professor S. G. Raybould. Following on discussion of these reports, it was decided in 1965 to appoint a Director, who should be a member of the Professorial Board of the School, and to seek to develop not only a class programme but extension activities on a local and on a broad national scale. It had earlier been found that, except in Cooma, the response to classes offered in other towns, and the time involved in tutor-travelling, did not warrant continuing the work there.

An appointment to the Director's post was on the point of being made in July 1966 when action was suspended pending the Report to Parliament of the Australian Universities Commission. This was presented in September and pending clarification of the Government's intentions in regard to the section of this Report dealing with University Adult Education, no appointment to the Director's position can be made.

The main functions of the Department are to provide tutorial courses, seminars, schools and conferences in the humanities, social and natural sciences that will extend the knowledge and skills of mature adults who seek to continue their education in fields related to their vocational, civic and leisure interests in subjects in these fields at levels consonant with university standards; and in the field of extension and refresher courses to develop these at the local and national levels. In addition the Department undertakes research into aspects of adult education and its history.

There is an Advisory Committee on Adult Education appointed by the Council of the University, composed of representatives of the Council and the Professorial Boards of the Institute of Advanced Studies and the School of General Studies.

## Methods

Tutorial classes of two-hour lecture discussion sessions per week; or in the case of intensive language courses, of three or four hours meeting twice per week spending part of the time in the Language Laboratory.

One or two-day Seminars, Schools and Conferences are organised and more intensive schools, ranging in duration from one to four weeks, have been arranged.

In conjunction with the University of Sydney, a number of Discussion and Kit groups are at work in the A.C.T., using courses and serviced by tutors of that University, and visited on request by members of the A.N.U. Department's staff. The main programme is, however, provided by the A.N.U. Department of Adult Education which in 1966 arranged 47 classes as follows:

24 classes of 30 sessions each
10 " " 20 " "
13 " " 10 " "

The total number enrolled in 1966 in these courses was 1,725. Of the 33 subjects in these 47 courses, 21 were in the humanities and social sciences, 7 in modern European or Oriental languages and 5 in the sciences.

In addition to these courses, ten Conferences, Seminars and Schools were conducted, with a total enrolment of 458. Some of these were designed exclusively for professional or sub-professional groups; some were designed for Asian graduates and undergraduates and others; while others were designed for interest groups drawn from the community in general.

## Education, Occupational and Age Groups Involved

Canberra's rather specially structure community is reflected in the composition of class and school enrolments. The A.N.U. lacks Faculties of Engineering, Architecture, Agriculture, Veterinary Science, Education or (undergraduate) Medicine. A countervailing factor is the existence of the large Research Schools in the Social and Physical Sciences. These factors together provide considerable opportunities in some directions and tend to limit them in others.

The programmes it is possible to offer, taken in conjunction with the educational background, age and occupational structure of the population, are reflected in the following summaries which, within each category, show considerable variation from subject to subject:

| | % of Graduates Enrolled. | 2. % with Diplomas and Certificates | 3. Full Secondary Education Plus 1and 2 |
|---|---|---|---|
| | % | % | % |
| Humanities and Social Science Subjects (20 courses) | From 23 to 60 | From 11 to 37 | From 58 to 94 |
| Science Subjects (5 courses) | " 36 to 54 | " 21 to 26 | " 82 to 85 |
| Language Subjects (22 courses) | " 19 to 45 | " 17 to 25 | " 85 to 87 |

Over 45% of all men enrolled and over 20% of all women enrolled (combining these figures, 33% of all those enrolled) held Bachelor or higher degrees. A further 19% held diplomas or tertiary certificates.

These educational qualifications are naturally reflected in the occupational structure of student enrolment. In 1964 23.5% were in higher professional and administrative; 12% in lower professional and higher technical occupational groups; 7.3% in the highly-skilled and 25% in the skilled occupational classifications; 22.5% were women occupied in home duties; 7% classified as semi- or un-skilled (a substantial fraction of these were undergraduates) and 2.5% unclassified or not gainfully employed. 62% of the total enrolment were women and of these 63% were employed.

The age distribution reflects that of Canberra. Of the total enrolled 7% were over 50; 25% between 40-50; 38% between 25-40; 23% between 20-25 and 7% were under 20 years old. Though these, and the occupational figures were for 1964, it is unlikely that any significant difference has developed since.

## Other Adult Education Provision in the A.C.T.

The Public Lectures Committee of A.N.U. regularly arranges single public lectures by visiting lecturers and local notabilities, which are well attended.

The Arts Council arranges, in conjunction with the N.S.W. headquarters, visits of dramatic companies, exhibitions etc., though now that Canberra has its own Theatre Centre, with two theatres,, the visits of touring companies tends to be arranged through the Theatre Centre management.

The Canberra Public Library Service, an ancillary of the National Library, provides an excellent service of class book boxes for the courses provided by the Department of Adult Education. Canberra is, in addition, well provided with branch libraries of the Public Library.

The Canberra Evening College and Technical College between them provide classes in Leaving and School Certificate subjects for late adolescents and adults, and a wide range of hobby, homecraft and other courses for, in tota an enrolment of over 1800 adults.

## Staff

The present establishment of the Department of Adult Education provides for a Director, two Staff Tutors, a Departmental Assistant (graduate) and two clerical officers. The Director's position is vacant at present. The two existing Staff Tutors teach as well as organise and, where possible, undertake research and publication tasks.

## Relations with Other Adult Education Agencies

There is at present no specific machinery for co-operation between the A.N.U.'s Department of Adult Education, the Evening and Technical Colleges, voluntary bodies or the College of Advanced Education that is in process of being established but which probably will not be functioning until 1969 at the earliest. It has been proposed that an ad hoc consultative Adult Education Committee be established composed of representatives of these bodies, of the Public Service Board and of the Department of the Interior which has a direct function in relation to Education in the A.C.T. and its provision of Schools for which the N.S.W. Department of Education provides the teachers. The major role of such a Consultative Committee would be to exchange programme information and ideas, ensure better communications with the public and closer co-operation by directing attention to each other's fields of work where this would be of service to the public. In fact there exists close informal co-operation between the Department of Adult Education, the Public Service Board and various government departments and voluntary bodies, in relation to the general class programme and/or specific classes, Schools, Seminars etc. Many of these latter are organised in conjunction with voluntary bodies and with their active help.

## Pointers to the Future

As noted above, the A.U.C. recommendation has halted the appointment of the Director pending a decision by the Commonwealth government on the question of continuing Federal support for university adult education. The A.N.U. is, of course, awkwardly situated in this respect, since there is no State from which, unlike other universities with adult education departments, it currently draws some financial support or to which it can turn for help.

If it be assumed that the A.N.U. is permitted to continue its Department of Adult Education and that the other existing agencies continue their present contributions to adult education, and assuming also that the demand for adult education offered by these three agencies continues to grow roughly proportionate to the forecast rate of population growth, a conservative estimate of enrolment-demand would be as follows:

Estimate of enrolment-demand.
(total population figures are the N.C.D.C's)

| | A.C.T. Total Population | A.N.U. Adult Education enrolments in courses, schools etc. | Evening & Technical College Adult Education Enrolments | Total |
|---|---|---|---|---|
| 1966 | 93,000 | 2,100 | 1,800 | 3,900 |
| 1970 | 130,000 | 3,000 | 2,700 | 5,700 |
| 1975 | 197,000 | 4,500 | 4,000 | 8,500 |
| 1980 | 284,000 | 6,000 | 5,300 | 11,300 |

In the 1966 figures of A.N.U. enrolments, over 52% were graduates, diploma or tertiary certificate holders. There is every reason to suppose that these proportions would continue in the projected figures.

Two factors may modify this projection in important ways. First, it almost certainly under-estimates the scale of growth of demand. All the evidence in Australia and overseas points to much more rapid increase in the future in the proportions of demand among the better-educated for adult education, for both vocational and broader cultural purposes related to vocational, civic and leisure interests.

Second, it should be reasonable to presume that the College of Advanced Education will in, or after, 1969, enter the field of adult education. Its most important priority would appear to be that of providing extension and refresher courses in subjects and for interest groups in the A.C.T. and region that are not, at present, catered for by the three existing agencies - in such fields as management-education and public administration, advanced accountancy, various technological areas, industrial relations etc. An immediate response could be expected for courses in such fields, a response that it could be anticipated would grow very rapidly in the next five years and thereafter. It would be a not far-fetched prediction to assume that well-planned and taught courses, schools and seminars in these fields would attract, within a very few years, annual enrolments rising from an initial few hundreds to more than 1,000 or 1,500 by 1980.

Taking these factors together - a growth in enrolment-demand parallelling the growth in population; an absolute increase in demand arising from rapid technological and social change; and the entry of the College of Advanced Education into the field to provide for the currently un-met needs of important groups in commerce, industry and government in the A.C.T. - the projection made above may substantially under-estimate the total future demand for various forms of adult education in the A.C.T.

If the Government's decision supports the A.U.C. recommendation and the A.N.U. vacates the adult education field after 1969, there will be a considerable hiatus in the provision. This will most importantly affect the very substantial proportions of those with tertiary educational qualifications whose interests lie in subject fields only a university can provide at the levels that meet their needs. It appears unlikely that with the best will in the world, the College of Advanced Education could provide both in those fields it is best equipped to teach and also cater for the kinds and quality of demand and the numbers, of those who would have expected to be provided for from University resources.

# 14. THE UNIVERSITY OF SYDNEY

# DEPARTMENT OF ADULT EDUCATION

by D.W. CROWLEY,
DIRECTOR,
DEPARTMENT OF ADULT EDUCATION,
THE UNIVERSITY OF SYDNEY.

## Historical Background

Though the Department in its present form and with its present title dates only from November, 1964, when the programmes of the former Department of Tutorial Classes and the University Extension Board were brought together within the new Department of Adult Education, its origins go back much further - Tutorial Classes to 1914 and the Extension Board to 1892. Extension lectures, organised at first directly by the University Senate, actually began in 1887, being inspired by the university extension movement in Britain which was flourishing at that time; and the Board continued to operate until 1964 with a part-time academic secretary. The Department of Tutorial Classes began its work, with a full-time Director, in conjunction with the W.E.A. established in Sydney in 1913 as a result of the visit to Australia and New Zealand of Albert Mansbridge, the founder ten years earlier of the English W.E.A. Both the Extension programme and the tutorial class arrangements rapidly made adaptations to meet Australian conditions. By 1964 the full-time academic staff of the Department of Tutorial Classes had expanded to 18.

## Purpose

The main purpose of the Department has always been, and remains, to present courses and other educational activities for adults that could seriously be described as university education for adults, and to make them available as widely as possible throughout the State of New South Wales, except, since 1954, for the area covered by the University of New England. This policy has been followed in the belief that the serious study of subjects whose complexity makes them appropriate to university study can only be carried out effectively by a university, and in the belief that universities have a responsibility to make their resources available for adult education, and to ensure that they are used as effectively as possible. To this end a large staff by Australian standards has been appointed, the majority primarily as teachers. Other members of university academic staff are used as part-time tutors and also other persons of suitable qualifications who are recommended by the appropriate professor and approved by the University Senate, on the advice of the Joint Committee or the Extension Board, as persons capable of lecturing to university standards.

The Department also sees one of its functions as being to engage in experimental work in adult education and to advance the study of adult education by research and writing. Details of work being done in this area will be given later in this statement.

## Activities and Methods

The main activity of the Department is the planning and presentation, in conjunction with the W.E.A. of N.S.W., of its programme of evening and day-time tutorial classes, in Sydney city and suburbs and in various towns throughout the State outside the University of New England area. Since last year these classes have divided into two types: newly established intensive courses of one or three years' duration in which students are required to undertake prescribed reading and written work, and the more numerous previous kind of tutorial class in which serious reading and written work are encouraged but are not a recognised obligation. The most elaborate programme of tutorial classes is, of course, presented in the Sydney metropolitan area, and we believe that the stress placed by the Department on this part or our work is appropriate to a university attempting to achieve the most effective application of its resources in a metropolis as large as Sydney.

As a general rule our classes meet weekly for two hours. Intensive courses have 25 meetings in the year, following the university terms; the others extend as a rule for either 18 or 10 meetings. We believe that the depth to which a subject is studied, except in the case of persons who are returning to a subject of which they already have a good understanding, must inevitably be related to the length of the course and the amount of time given to teaching. Thus our main city class programme, the so-called "Autumn Programme", consists (apart from the Intensive Courses) very largely of 18-meeting courses running throughout the autumn and winter. A "Spring Programme" begins in September consisting very largely of 10-meeting courses taking up particular aspects of subjects.

Because of the excellent public response to the introduction of the Intensive Courses and our belief that the kind of study developed in these courses represents the optimum use of university resources for liberal adult education, we have expanded this section of our programme in 1967; and because of limited finance, have had for this reason to contract the remainder of the class programme to a small extent. We also believe, however that the more usual type of tutorial class in which written work is not a firm obligation also represents a completely justifiable use of university resources and meets an important need; and will therefore expand this type of provision as funds become available.

Seven of the Three-Year Intensive Courses, with a total enrolment of 144, are now proceeding into their second year; 8 new courses, divided into 11 classes, are in their first year, with an effective enrolment so far of 314. Five One-Year Intensive Courses were offered this year and have an effective enrolment of 158.

As we are still in Winter Term, it is not possible to give complete figures for the rest of our tutorial classes this year. 1966 figures were as follows:

| No. of class-sessions in course | Courses | Enrolments |
|---|---|---|
| 25-30 | 14 | 407 |
| 18-25 | 70 | 2,239 |
| 10-18 | 99 | 2,604 |
| Totals | 183 | 5,250 |

One hundred and nineteen of these courses, with 4,077 enrolments, were held in Sydney and its suburbs; 64, with 1,173 enrolments, in other parts of the state.

Other courses presented as part of our liberal or general adult education programme include day-release courses presented in the firm's time for management trainees in industry at Newcastle, each student having 64 hours teaching a year over four years, covering communication and literature, history, current affairs, economics and management studies, plus some optional subjects, and 40-hour courses for trade unionists, also in Newcastle.

Discussion Groups: Another prominent part of the work of the Department is the Discussion Course scheme. This originated, very successfully, as a method of making university courses available to adults in remote country areas by arranging group study of lecture material, in conjunction with appropriate reading, under the supervision of a corresponding tutor. It has been found, however, that this method of study is more convenient to many urban students than evening classes and is attractive in itself to a great many students. Similar in operation, and also very popular, is the Kits Scheme, which is also provided for groups supervised by a corresponding tutor, though here education proceeds through activity and group project methods rather than by discussion. While the Kits Scheme was begun as an experiment rather than as a type of university adult education per se - some of the subjects being inappropriate to the university - opinion is divided within the Department as to whether it should be regarded as suitable for continued use by the Department and this question is to be examined in detail in the near future. It may be found that the project methods developed in Kits can be applied, perhaps with modifications, to a considerable range of university studies.

The number of Discussion Groups operating in 1966 was 233, comprising 2,818 students. The number of courses completed was 404, involving 4,035 student enrolments. Under the Kits Scheme, 106 groups, comprising 1,285 students, completed courses.

T.V.: Another important branch of the Department's activities is its work on television. As it has been engaged in this area since 1961, in conjunction originally with the W.E.A. of N.S.W., this work can be said to have passed the experimental stage and is continuing to be a valuable means of communicating some adult education material to the large audience available to television. In recent years, the Department's programme, "Television Tutorial", has been presented for two hours weekly on a commercial station, ATN7, in Sydney, and is made up of five weekly segments. Each segment forms part of a thirteen weeks series amounting in effect to a course presented on television. At the present time, the programme appears from 9.30 to 11.30 a.m. on Sundays. Each programme includes one segment on which a topical event is discussed each week by a panel who often interview an authority on the topic; other segments cover a selection of the humanities subjects, including the teaching of French, and some sciences.

Though we realise there is much more to be done for adult education purposes with television than this, the facilities available at present do not seem to make it worthwhile to devote more of our resources to the medium. The main Departmental involvement in the programme at the moment is the arduous work of producing it, carried out by the Assistant Director. Otherwise the total production costs of the programme are borne by the television station. We feel the educational value of the programme justifies our existing commitment; if transmission at more popular viewing times were possible we would probably make a greater commitment.

As far as schools and conferences are concerned, a sizeable programme of these is on the point of developing within our Extension Programme, and on the general adult education side the Department has generally made its contribution in this area in conjunction with the W.E.A. While we feel that a Department situated as we are in a metropolis should make a major effort in the area of courses, as study with an element of continuity seems to provide the best use of educational resources, we appreciate that there is also place for schools and conferences, and aim to balance our programme by contributing to such a provision in our community.

In 1966 the Department co-operated with the W.E.A. in the Spring School held at Bathurst, the Christmas School and in most of the 14 residential schools held (with 684 students) and the 12 non-residential schools (with 607 students). Eleven of the latter were held in country districts, and in addition the Department arranged a number of schools in the Western Region independently.

The picture of the Department's work is not complete without mention of the assistance given by members of staff informally to a considerable number of voluntary organisations.

Current Affairs Bulletin: One of the best known aspects of the Department's total programme of work is its production of Current Affairs Bulletin, the fortnightly journal, each number publishing an authoritative 6,000 word article on some overseas or Australian topic of current interest, which has become something of a national institution. At present the circulation of Current Affairs Bulletin is running at about 55,000. The Director of the Department is the editor of C.A.B., being assisted by the Executive Editor, who is engaged full-time in this work, and an editorial committee. The committee consists of a number of members of the staff of the Department, with some staff members from other academic departments at the University and two members from other Sydney universities. The membership of the committee covers a very wide range of subjects. We consider C.A.B. to be a most effective means of making university and other research and studies available to the general public of Australia.

An important recent development in the Department's work has been the beginning of modernization and expansion of the University Extension programme as foreshadowed by the incorporation of this programme into the work of the Department in 1964. Though this development was held up for a time because of delay in making an appointment of a staff member for this work, such an appointment was made in August, 1966 and expansion has already reached the point where, like other sections of the Department's work, it is becoming limited by the amount of clerical resources available. The Extension programme is envisaged in this University as the provision of educational activities planned for particular vocational or quasi-vocational groups in the community. Previous work in the area of management education has been developed mainly in the form of regular day conferences for senior executives and a fortnight's residential school on administration for electrical engineers has been successfully arranged and promises to become an annual event. Seminars have also been arranged for writers and for social workers concerned with drug addiction. As was anticipated, the demand for such provisions is very marked in a city the size of Sydney, and considerable further development will be possible if resources can be made available. There are also many openings for work of this kind in the country areas of the State, a good deal having been achieved already for the education of farmers, and this is also capable of considerable further development.

## Research and Experiments

The Department also sees as one of its major functions the carrying out of research and experimental work in adult education, and writing about adult education. Though it has done a good deal in this area, and in fact various publications over the years by its staff make up the largest contribution to the literature of Australian adult education by any agency, it aims to do more, and the possibilities for increasing the amount of research done are being explored. As far as experimental work is concerned, examples that can be mentioned are the Discussion and Kit Group schemes, the use of television, trade union education, executive and management education - all of these having been already briefly discussed - also work in the use of project methods (which has resulted in a useful academic publication) and, notably, the work in Aboriginal adult education now being carried out by a staff member who has a full-time appointment by the University for this purpose, assisted financially by the N.S.W. Aborigines Welfare Board. Other examples could be listed. We feel that experimentation comes naturally to a university department, benefits all agencies engaged in adult education, and is best carried on by persons closely involved with the presentation of a continuing adult education programme.

As has been mentioned, most of the staff of the Department have been appointed primarily as teachers, but a number are employed mainly as administrators and all have some administrative responsibilities. Members of staff a large part of whose work is administrative (though much of it also involves academic expertise and judgment) are the Director, the Assistant Director, the Senior Staff Tutor in charge of Discussion Groups, the Executive Editor of Current Affairs Bulletin, and the Assistant to the Director (Extension Programme).

A large part of the work of the Senior Staff Tutor in charge of the Hunter Valley office, with a total establishment of 5 academic staff, is also administrative, and the staff tutors for the Western, Riverina and Illawarra regions are also tutor/administrators. Academic staff who are primarily teachers also have planning and supervising responsibilities for areas of the educational programme, related generally to their teaching subjects

## Relations with Other Bodies

As far as the Department's relations with other organisations are concerned, it sees its role as being to assist them by consultation and contribution to their own programmes, and through education in adult education. Since 1966, the Department has been offering a seminar on adult education as one of the choices of seminars available for the M. Ed degree of the University, and this seminar has proved popular among students. The main agency with which the Department co-operates is of course the Workers' Educational Association of N.S.W., and here the relationship is very intimate. The Department also works closely with the Adult Education Section of the Public Library of N.S.W., which provides books for our class and discussion group students. Mutually profitable relations also exist with the Evening Colleges, the Australian Institute of Management, the Arts Council and other bodies and it is hoped to develop these further and to build similar relationships with a number of other bodies. The main formal channel of communication with other adult education bodies is the N.S.W. Advisory Board of Adult Education, which advises the State Government Minister for Education and on which the main agencies are represented.

# 15. THE UNIVERSITY OF ADELAIDE

# DEPARTMENT OF ADULT EDUCATION

by J.W. WARBURTON,
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THE UNIVERSITY OF ADELAIDE.

## Historical Background

A joint Tutorial Classes Committee (TCC) was set up in The University of Adelaide in 1914, following Albert Mansbridge's missionary visit to Australia in the previous year. Mansbridge was able to report upon his return to London that "in every State, university and trades hall are now making common cause in the development of education". However the First World War meant a delay in the organisation of courses and it was not until 1917 that the W.E.A. appointed its first full-time Secretary and the University its first Director of Tutorial Classes. In that year 8 classes were organised with a total enrolment of almost 600 students. As well as organising city classes (mainly in the Social Sciences) during the 1920's, the W.E.A. established branches in many country towns, and one, sometimes two, full-time University tutors were kept fully occupied lecturing to country groups.

During the depression, the modest ear-marked grants to the W.E.A. and the Tutorial Classes Department were slashed, resulting in an immediate reduction in services. Country tutors could no longer be retained, and it was more than 20 years before there were sufficient funds to re-appoint them. For instance, the grant in 1955 of £6,000 supported only one permanent professional officer, but this was the year when the University gave fresh thought to its Adult Education services. A Sub-Committee of the Education Committee, set up to consider the future of University Adult Education, recommended the appointment of a Director (on Reader's level), a Secretary (on Senior Lecturer's level) and, in due course, three country tutors. To support this establishment it asked for an earmarked grant which would eventually rise to £20,000 a year. The Committee further recommended that the Department be renamed the University Extension Department. This latter recommendation was not accepted but the Sub-Committee's Report was favourably received by the Education Committee and the University Council. A Director of Adult Education, Mr. A.S.M. Hely, was appointed in 1956, and in that year the State Government's grant was increased from £6,000 to £8,000. The modest establishment envisaged by the investigating committee of 1955 was almost achieved in 1965 when he was a Director (on Professorial level), an Assistant Director (Reader's level), two tutor-organisers (Lecturer's level) and a Secretary-Organiser. However, within 18 months the A.U.C. had made its adverse recommendation about the University Adult Education, and because of the Federal Government's uncertain response to it, development not only came to a standstill, but the filling of the vacant post of Assistant-Director which was pending, was not proceeded with.

## Guiding Principles

Mr. Hely's thoughts about the principles that should guide the new Department were expressed in a paper, The Role of the Universities in Adult Education which he delivered to the Australian Adult Education Conference held at Adelaide in 1959. Mr. Hely stressed in this paper and in other submissions he made about this time that the University should be only one of many bodies providing adult education courses. With the increasing complexity in Australian society, and with an increase in the scope and range of general education, he saw the need for many agencies offering a variety of programmes at different levels. Because he saw the University offering many of its programmes in co-operation with other agencies, both State and voluntary, he did not recommend the stationing of tutors in the country as had the 1955 Report. His view on the location of tutors was strengthened when the Education Department began to appoint in the late 1950's principals of country Adult Education Centres. He saw these officers making effective contacts with their communities and calling when necessary on the University's services.

The principles which would guide the University's adult education policy were seen as -

(a) The safeguarding of standards of scholarship and the encouragement of a spirit of objectivity and disinterested enquiry

(b) A willingness to discover new needs and to experiment imaginatively

(c) The promotion of education in community leadership

(d) The assisting of voluntary organisations in providing their own educational programmes

(e) Co-operation with other adult education agencies in joint educational endeavour

(f) The pursuit of adult education as a field of knowledge.

## Developments since 1957

An examination of programmes since 1957 shows that the abovementioned principles have influenced a great deal of the Department's activities. Adelaide class programmes offered jointly with the W.E.A. have been expanded, but because of expansion of the Adult Education Section of The Education Department and the independent programme of the W.E.A., our Department has been able to leave to these agencies courses which are not properly the province of a university. Examples of courses offered formerly by the Department, but now by these other agencies are: interior decoration, classical guitar playing, horticulture, guided tours of art galleries and buildings of architectural interest, and short courses in practical art and drama. This year the organisation of the Spring School an activity pioneered by the University will pass to the W.E.A. As well as providing jointly with the W.E.A. a programme in the fields of languages and literature and in the natural and social sciences, the Department has steadily widened the range of its own extension courses, e.g. for engineers, teachers, industrialists, bankers, farmers, social workers, police officers, hospital administrators, town planners, wild life conservationists, orchestral conductors, local government officers and other professional and specialist groups. It has also endeavoured to counter the narrowing effects of specialisation by offering to graduates of all disciplines courses in logic, in the philosophy of science, the meaning and uses of history etc..

Residential courses and short schools and seminars have also increased in number and scope partly because of the development of the W.E.A.'s residential college at Goolwa - a development which the University's Board of Adult Education has actively assisted. In 1966, for example, eleven weekends were held there, one six-day school, one nine-day school and a fourteen-day school with an enrolment in all of 500 students. In Adelaide, part-residential schools have been held for musicians, writers, actors and producers, and on such topics as conservation, the metric system, China, Vietnam and Women in Public Life. Proceedings of some of these seminars have been published. As well, special residential schools and seminars have been held in in the country; in 1966 a seven-day natural history school at Chowilla attracted 180 students, a fourteen-day school in the MacDonnell Ranges studying Desert Aborigines, enrolled the maximum figure of 30. Last year the Department, in co-operation with the University of Wellington, also arranged a study tour in New Zealand for Australians interested in race relations, particularly those interested in the Aboriginal problem. The party spent fourteen days in residence in Weir House, University of Wellington, listening to historians, educators, anthropologists and administrators of Maori policy. This latter activity marked a new development in Australasian adult education, though it is common in the United States and Europe. The University of London, for instance, arranges each year study tours to Greece and Russia under the guidance of experts, while the Universities of Oxford, Birmingham, London and Reading combine each year in providing a six-week course on English life and literature for visiting graduates from overseas. With the growth of an educated and interested public and cheap air travel, Universities are well equipped to provide the informed and critical leadership for enterprises which promote general enlightenment and international understanding.

Many of these seminars and schools have not only provided an opportunity for the specialist to exchange ideas with the interested layman, but have also created a forum where specialists working in different disciplines benefit from each other's research and thinking.

The Discussion Course Scheme envisaged by Mr Hely as a means of reaching isolated communities or of catering for the educational needs of people whose commitments prevent regular attendance at a tutorial series, have not developed to the extent that is needed. This will only be possible with more staff to plan and direct them. Over twenty courses are now available, and in 1966 sixteen courses were selected by groups with an enrolment of over 200.

The Department has been also active in the field of Community Arts. As well as providing tuition for drama and music groups and arranging travelling art exhibitions to country centres, it has sponsored country tours by music, drama, ballet and opera groups. However, over the last two years with the re-formation of the S.A. Branch of the Arts Council of Australia (which we have aided with advice and some help with finance and organisation) the Department has been happy to pass over to this body most of its community arts services. The Department's aim in this field was always the limited one of identifying and, if possible, satisfying needs and if it were successful in doing so, to pass the services developed over to a body specially set up for the purpose.

## Summary of Activities 1966

| | No. | Enrolment |
|---|---|---|
| Joint University-W.E.A. classes | 67 | 2380 |
| Extension Courses for Specialist Groups | 23 | 1250 |
| Residential Schools at the Goolwa Centre of 2-14 days | 14 | 510 |
| Schools and Conferences in Adelaide of 1-14 days | 15 | 730 |
| Special Schools of 8-18 days (i.e. Outback schools, Study Tour to New Zealand) | 4 | 360 |

| | No. | Enrolment |
|---|---|---|
| Schools in country centres of 1-or 2 days | 39 | 1470 |
| Extension Lectures in the country | 20 | 800 |
| Musical Recitals in conjunction with Arts Council | 5 | 360 |

## Co-operation with other Organisations

Close co-operation has continued with the W.E.A. and many joint educational activities have been arranged with the Country Women's Association, The Women's Agricultural Bureau, Rural Youth, The Trade Unions and other voluntary societies in city and country. The Art Gallery has assisted in providing travelling exhibitions and guide lectures, the Museum has helped to arrange seminars such as Wildlife Conservation and the State Public Library has been prepared to help where it is able by providing boxes of books to special schools and discussion groups. It must be admitted however that Library services are far from adequate. What is needed is a special Adult Education branch of the State Library with sufficient resources to provide books and other materials to groups organised by all major Adult Education agencies.

Co-operation with the Adult Education Section of The Education Department, always an objective, has resulted in many fruitful joint activities in country areas, particularly during the past few years. Recent examples have been schools on Farm Management, Vietnam, China, Rhodesia, the New Mathematics for School Teachers, Race Relations and Geology. One of the State Department's officers also assisted with the planning of the Spring School of 1966 and another will be associated with the administration of the 1967 Spring School.

The Consultative Committee of Adult Education set up in 1966 by the Minister of Education, and consisting of representatives of the Adult Education Section of The Education Department, the W.E.A. and this Department, has already done much to increase understanding of the aims, functions and programmes of each body. It has also made possible increased co-operation between them.

## The Teaching of Adult Education

Mr. Hely spoke in his report of the need for University staff to pursue adult education as a field of knowledge. The former Director and Assistant Director, Mr. Hely and Dr. Crowley, were the first and second editors of the Australian Journal of Adult Education and have contributed regularly to it on adult education subjects. Mr. Hely was also active in promoting international co-operation in adult education. He was a foundation member of the Asian-South Pacific Bureau of Adult Education and was its first secretary. He was also commissioned by Unesco to write what has become a highly regarded book on adult education; New Trends in Adult Education - From Elsinore to Montreal Unesco 1962. The present Director edited the first Hand-book on Adult Education in Australia and both he and the other staff members have contributed regularly to the Journal of the Australian Association of Adult Education. In 1966, Mr. Hanna initiated the teaching of adult education at Wattle Park Teachers' College and this year Messrs. Hanna and Warburton have conducted adult education courses for students at Adelaide Teachers' Colleges and for Adult Education staff members of the Education Department. This year Mr. Rooth is undertaking a survey research on the educational needs of country women for his M.Ed. thesis.

## Experimental Work

The 1957 Hely report to the University, saw experimentation as an important function of University Adult Education. While it is true that interesting new activities have been pioneered during and since Mr. Hely's Directorship, (viz. Outback Schools, Educational Radio and T.V. sessions, Community Arts tours, and Study Tours abroad), there have been as yet, no properly mounted experiments with a careful evaluation of the results. It is hoped that if the staff expands that some experimental work may be conducted particularly in the field of fundamental education of Aboriginal communities. The Department has also assisted the W.E.A. to develop the first and only correspondence tutorial scheme for Trade Unionists in Australia and it is hoped in the near future to arrange for a critical evaluation of it.

## The A.U.C. and the Future

As the Australian Universities' Commission's 1966 recommendations to the Federal Government have been discussed at length in many reports and articles, I will (for this and reasons of space) not traverse the ground again. Nevertheless it is impossible to give thought to the future without those recommendations disturbing one's sight. Despite the adverse final recommendation on adult education, it will be recalled that the report recognised (a) that universities have an "important responsibility" to provide intellectual refreshment for graduates and (b) that the right of universities to provide adult education programmes "should be determined by the quality of the work offered". Our Department agrees with both statements. In reference to (a), we would claim that this "important responsibility" cannot be discharged properly unless finance to a university adult education or an extension department is available from the usual sources (State and Federal). With the growth in graduate numbers on the one hand and research workers on the other, there will be an increasing need for 'new' knowledge to be communicated to "old" graduates. There are, of course, an increasing number of professional associations topromote this kind of interchange, but it is a field in which the universities also have a responsibility. There is evidence here and overseas that the full-time staff of an Extension Department are the best people to see it effectively discharged.

There are, admittedly, some weaknesses in the staffing of our Department and, I believe, in most other Adult Education Departments of Australian Universities, if this work is to be done well. The A.U.C. Report has been salutary in at least stimulating us to give thought to the matter for if we are to bring scientific workers, engineers and technologists up to date, it would be a clear advantage to have scientists and/or technologists as staff members. Where this step has been taken in Britain there has at once been a significant increase in the quality and range of scientific courses. One can also see the effective influence of Professor Broadbent's engineering background on the range of courses offered by the University of N.S.W.'s radio university.

In connection with point (b) the programmes of our department are regularly scrutinised by a Board of Adult Education which is responsible to the major academic body of the university, The Education Committee. We cannot see how the university can determine the quality of its adult education work, if, as the Commission finally recommends (Section 2.77), these activities are based on colleges of advanced education or special State Agencies. Nor can we see that such an arrangement would result in significant financial savings.

Our Department believes that the University has a vital role to play in adult education, not only as an entrepreneur for the kinds of useful professional courses that the A.U.C. recognises to be a suitable function for an Extension Department, but even more fundamentally, as one of the few institutions able to take a responsible, critical interest in the nation's condition. In a small nation at a time of rapid change, lacking a mature cultural and political tradition, yet subject to considerable cultural and political pressures from abroad, an Australian university community has more to do than provide vocational training for specialists. The Australian community will be the poorer if universities are to be isolated from them universities would be losers if they were denied the opportunity to share their knowledge and experience with their adult communities.

# 16. THE UNIVERSITY OF WESTERN AUSTRALIA

## ADULT EDUCATION BOARD

by T.H. ROBERTS,
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### Historical Note

The University of W.A. commenced teaching in 1913. An extension Committee had already been formed, and Extension Lectures were in fact given before formal teaching commenced. The University's association with some aspects of adult education is therefore as old as its foundation.

In 1914 a W.E.A. was founded and a joint Committee established between it and the University. Classes of a liberal nature, taught by university staff were commenced at the university and in several suburbs. Isolated Extension Lectures continued in metropolitan and country districts. In 1917 the joint Committee split over conscription and the W.E.A. ceased its activities. The university continued an attenuated programme, under a part-time Director who was also a full-time lecturer in a subject field.

Efforts to revive the W.E.A. having proved abortive, the university, then small and essentially undergraduate in its degree programme, undertook the sole responsibility for "the development of general adult education". The Government, relieved of the responsibility of subsidising two organisations, agreed. In 1933 the Adult Education Board was created. It was, and is, a committee to advise the Senate of the University on that institutions' role in the development of adult education services throughout the state. Appointed annually by the Senate and existing at the Senate's pleasure, it always included both university representatives and members of the outside community, specifically two from the Trades Hall, the residuals of the joint committee. In the same year, 1927, the Annual Summer Camp (now School) commenced, offering residence in borrowed army tents.

In 1934 the Box Library Group Study Scheme was introduced from New Zealand, enabling some continuous service to country people. Metropolitan classes remained essentially academic but the legacy of the Great War was already broadening the concept of adult education. On the one side, the League of Nations Union, the emerging ideologies and the new "undeclared wars" - Manchuria, Ethiopia, Spain - created a clamour for information increasingly catered for by the Board. On the other, the University's interest in musical developments began to extend from examination syllabi to popular education and sponsored performances in town and country. The Board was the agency for this work. However the vigorous expansion, aided by a Carnegie grant, that should have been stimulated by these events and by the Depression were hampered by a part-time Directorate associated with a lecturership in English. In 1936 further generous grants from the Carnegie Corporation enabled the establishment of the Adult Education Library and the appointment of the first full-time professional officer. Mr. Colin Badger commenced duties as Reader's Counsellor and in, 1937, became also Director. A new vigour prevaded the metropolitan classes and Summer School. The narrow reflection of the formal academic disciplines was replaced by a more pragmatic effort to deploy university knowledge round areas of public interest such as international affairs, art appreciation, psychology and literature as the human story rather than the stylist form.

The World War was met with difficulty. The then Director resigned for service with the R.A.F. and thence proceeded to America. Doubtful of the survival of adult education under war stress, the Senate reverted to a part-time Director, Professor Fred Alexander, who subsequently joined the army as O.C. Army Education, Western Command. From this post, he supervised the Adult Education Board's limited programme.

After the war, Alexander continued as Professor of History and part-time Director. The concept of "entertainment plus", learned in Army Education, was introduced, and the Board's resources were directed towards improving "cultural education" in country communities through touring theatre, music and dance. The Board was responsible for the creation of the full-time professional repertory company known as the National Theatre, the W.A. Ballet Company, the first A.B.C. orchestral tours and the Festival of Perth. The latter was started initially to provide live theatre and music in the evenings of Summer School, which had developed considerably during the war, and, under Alexander, taken essentially the form of a "theme" for all, with associated classes, which it now follows. While these activities grew, the classes programme declined. The Board's headquarters were moved after the war to city premises, and evening classes at the university were discontinued.

The Festival of Perth, first presented in January, 1953 was and is an example of the interwoven strands of co-operation between the Board, the independent departments of the university and the several cultural organisations, professional and amateur, of the city that will always make it difficult to assess the influence of the Board and its changing policies on the state. An annual event, started without capital grants and largely self-sustaining, it has become a significant international festival, no longer associated with the Summer School and now dominating the community arts services of the Board. Its permanent Executive Officer is Mr. J. Birman, who is also Deputy Director of the Board.

The end of 1953 also brought a Senate decision to end the part-time directorate, but it was some time before the decision was implemented. Professor Alexander having chosen to remain in the chair of History, Mr. J. Birman was given the duties of Acting Director, but without title or full authority - an injustice that could surely occur only in a university! Eventually Professor Hew Roberts of the State University of Iowa, U.S.A., a former graduate of the University of W.A., accepted an invitation to return to Perth as full time Director. Mr. Roberts commenced duties in January, 1957, with instructions to maintain the existing programme of Summer School, Community Arts and Festival and to build up the then weak elements of the instructional programme of classes, seminars, conferences and professional refresher courses. In the ensuing ten years this policy has been followed, but always with a view to the development of a state wide "continuing education" system in which the university's role would be less comprehensive but integral.

In 1961 the Board was reorganised, reduced in size to a functional committee with three standing committees, one each on metropolitan classes, community arts and university extension. The Board continued as a committee appointed by the University Senate, its standing committees having a lay membership representative of community interests.

The year 1965 marked a first step in this direction with the establishment of a semi-autonomous office on campus known as the Extension Service, with Mr. Birman as Head, while retaining his function as Deputy Director. In 1967 a second step was taken. The Education Department established eight "regional centres" in high schools (two in country towns) with full time officers in charge, the whole being administratively under Technical Education, which in W.A. has traditionally been liberally interpreted. A co-ordinating committee of these officers, their supervisor and the Board has been established. A training course is now available at the university.
Future plans are under discussion.

## Aims and Principles

There is a certain danger in stating too clearly the "aims and principles" of any organisation. The aims in general will change as society changes, though principles may not. Adult Education in Western Australia is governed by the principal that education should be continuous; that its responsibility is to see to it that people do not stop learning when they leave school or when they leave university; that every citizen is given opportunity and encouragement to reach the total capacity of his own ability and inclination. It is not the job of adult educators to dictate to people what they should learn, to insist that people "improve themselves" whether they wish to or not, or to rank certain educational pursuits as superior or inferior to others. In W.A., the Adult Education Board uses the natural flexibility of its organisation and the comparatively vague definition of its area of responsibility to ensure either by its own direct action or by encouraging and sponsoring activities of other bodies that the maximum educational and cultural development of the community at large is carried on in every field and at every level, which includes the understanding, at whatever level people are capable of understanding, the scientific and humanities studies as taught by the universities, general awareness of what is going on in the community and the maximum exchange between peoples of their own views, values and ideas about what is going on. It also includes such popular education activities as public speaking, crafts, hobby activities taken seriously and the study of such academic subjects as history, geography, literature and drama at what could be called an entertainment level. It is fairly widely acknowledged that if people are to be drawn into education, the first step is always to bring them in at the level of enjoyment, and from there move through to more ongoing studies. It should also be borne in mind that Adult Education is simply the education of adults.

Formal studies are not generally considered part of adult education, simply because formal studies are normally catered for by formal institutions. Nevertheless a great many people who have missed the opportunity of gaining formal education at the normal time need assistance to set them back, as it were, into the stream of formal education and the Adult Education authorities seem to be the only people in a position to give this kind of assistance. It would be wrong, therefore, for Adult Education authorities to specify that under no circumstances would they enter into any kind of vocational training or even vocational pre-training.

Adult Education in Western Australia attempts to walk the tight-rope between two major dangers: providing only what is very clearly demanded and thereby preaching always to the converted and providing only what it is felt that people ought to want and thereby alienating the mass public and failing in the major duty of providing continous education for everybody. It therefore provides as broad a programme as possible to draw people into the influence of adult education, and encourages these people to demand for themselves higher education which it readily supplies. It aims to produce the kind of situation where there is a many-sided adult activity and people find it as natural and as easy to devote part of their time and energy to education as to play tennis or bowls or go to the cinema or watch television.

The Adult Education Board does not see itself in the role of universal provider in Western Australia, rather it seeks a rational division of the load, involving every organisation competent to provide adult education of any kind with all the activities of all the providing bodies co-ordinated to avoid duplication and ensure that every possible facet of education is properly catered for. One important principle of the Adult Education Board is the doctrine of availability. Universities, Technical Schools, and Education Departments are all public instrumentalities, the public pays for them and the public is entitled to their services. It is important to people to feel that everything that is offered is at least available to them and an effective Adult Education system must ensure that every citizen has and knows that he has, at least the opportunity to hear the best people in every field of enquiry, whether he in fact wishes to do so or not. The Universities in particular should be available both to specialist groups in the community for post-graduate or refresher courses and to the community at large for inspiration and information on the entire range of subjects which are taught at them insofar as these subjects are teachable at a non-vocational level.

It is the duty of Adult Education authorities to experiment and to work out a methodology for Adult Education at every level. This involves a constant willingness to offer, support or sponsor any programme of education for which a need is felt and no provision already exists. Furthermore, since the methodology of adult educating is no more important at the University of the academic level than at the popular or mass public level, it is of vital concern to the Adult Education Board that all people engaged in organising adult education should have specialist competence. This entails that the techniques of adult educating should themselves be taught and the responsibility for teaching must necessarily fall, in the first place at least, upon the university.

## Methods

The fact that in W.A. the support for any particular activity must be drawn from an absolute maximum of about a hundred thousand people, necessarily limits the range of activities that can be seriously contemplated, and it is necessary to consider practicability as well as desirability in arranging the programmes. Outside the metropolitan area, the extremely long distances between towns and their comparatively small populations make it virtually impossible under present conditions to run a full-time Adult Education programme.

Very broadly the present operation could be classified under the following headings: the annual Summer School, the Festival of Perth, the general classes programme, the Country Extension Service, Schools and Seminars, Box Scheme and Public lectures. The division of staff between these various branches of activity is not rigid, although various members of staff do take prime responsibility for specific areas of activity.

The Summer School is held each year for two weeks in January at the University, it attracts some 400 to 500 enrolments; about one fifth of these are resident students. The practice for many years has been for the first session each day to be devoted to lectures by eminent authorities on a topic of general importance to the community; these lectures are attended by everybody enrolled at the school. Thereafter people disperse to a variety of activities, mostly of the education/recreation kind, pre-selected by them according to their tastes. The Summer School provides a platform for serious discussion of important topics, an opportunity for people to enjoy the facilities of the University and an introduction for many people to the work of the Adult Education Board. It also gives the Adult Education Board the chance to learn, under ideal conditions, what education activities appeal or can be made to appeal to a cross-section of the West Australian adult public. .

The Festival of Perth follows the Summer School, and generally runs throughout the whole of February. It is a co-ordinated programme of performances and exhibitions in the various spheres of the arts. The aims of the Festival are twofold: to encourage Perth people to patronize and appreciate artistic endeavours and to make it possible for performances and exhibitions of a kind and a quality not normally seen in Perth to be so.

The Country Extension programme has two main strands: making available to the agricultural community the knowledge and skill of the Institute of Agriculture and the Department of Agriculture through the holding of large seminars in country centres, and a Community Arts programme of short schools in the performing arts, painting, various crafts, creative writing and so on, conducted by groups of people sent from Perth for the purpose and arranged with the help and co-operation where possible of local bodies and societies. A strong effort is now being made to broaden the country programme by holding weekend schools and one day seminars in country centres on subjects of general educational value or public concern. Recently, for instance, a weekend seminar was organised in Albany on Sex Education and another in Bunbury on Local Government with the help and co-operation of the local authorities and such bodies as Chambers of Commerce and Rotary Clubs. Expert speakers were sent from Perth.

The general metropolitan classes programme is presented to the public simply as a total programme of which any citizen can take any part, but it is designed and planned under a series of different headings for different purposes. A large group of courses, generally held at the University, are designed to give the public the opportunity of discovering something of the subjects studied at the University and the Universities approach to these subjects. These courses are generally kept within a single term and no attempt is made to force people to study the subjects more intensely than they are inclined to. However, special book selections are provided with these courses so that people are encouraged to study the subject beyond the lecture itself. Although no prolonged courses of several years in a particular subject are offered by the Adult Education Board, the short courses are so arranged in successive programmes that people who have developed particular interests are able to select courses which complement each other and build up, over the years, to a considerable coverage of a particular subject. These courses are taught almost entirely by University staff, at times augmented by people from such institutions as the C.S.I.R.O., the West Australian Museum and certain government departments. Many of them are organised and planned in consultation with particular departments at the University. No attempt is made to control the level of competence of the people taking these courses, except by accurate description in the syllabus. The teaching generally assumes a level of sophistication in the audience roughly equivalent to that of second year undergraduates. Classes are limited to a size that makes discussion possible so that in effect each session takes the form of a lecture followed by a tutorial session.

The second main group of courses are specifically aimed at those people in the community who are very willing to spend some of their time in educational activities but do not imagine themselves to be interested in "higher learning". They include non-academic subjects, such as interior design, dealt with at a fairly advanced and expert level and such subjects as geography and literature disguised as "Travelling Europe", or "Creative Writing". It would be a mistake to imagine that the two kinds of courses have two totally different student bodies; it is noticeable that people fluctuate quite freely between university-oriented courses and "popular" courses according to their particular choice at a particular time and depth of interest in a particular subject.

Courses in modern languages form a fairly substantial part of the general classes programme. The philosophy of the Adult Education Board is fairly simple: so far as possible every language which a group of people wish to study should be available for them to study to as advanced a standard as is practicable. The emphasis in most cases is on practical use of the language and in selecting language teachers, native speakers are generally preferred provided that they do have the capacity to teach.

A quite extensive programme of painting classes is offered. It has been found that in this area, by securing the services of several quite different, competent and reliable teachers, and giving them a considerable measure of automony, the variety of student demands can be satisfied.

Also within the general classes programme there are courses of special instruction which are not being provided elsewhere such as, for example, Computor Science for graduate engineers, Comparative Modern Theology for members of the World Council of Churches and The Student Christian Movement, Negligence and Liability for members of the Insurance Institute. Although such courses are provided by request and in many cases planned and offered with some other organisation as co-sponsor, enrolment in nearly all cases is open to everybody. These "special catering" activities have a two fold advantage: firstly they provide forms of education for which there is a felt need and no provision and secondly they bring a whole group of new people into the sphere of influence of Adult Education. This helps to ensure a turnover of students year by year and avoid danger of Adult Education degenerating into a kind of club for a fixed group of the community.

Schools and seminars in the metropolitan area are usually for one, two or three days, often at weekends. Generally they arise out of courses and cater for the people taking those courses, though some are organised at the specific request of groups within the community which do not have the machinery to organise seminars for themselves to take advantage of a brief visit by an eminent teacher in their particular fields.

In general the Adult Education Board does not seek to offer public lectures. Rather it makes itself available to ensure that if people are passing through Perth who ought to be heard they are heard and that if a particular subject or topic should be aired at a particular time it is aired. Certainly no attempt is made to maintain a regular programme of public lectures.

It is assumed that the people who are engaged in any activity offered might well be interested in others and probably will be at a different time. Every attempt is therefore made to publicise the programme as a whole and avoid any suggestion of first class and second class adult education. The overall method is to introduce people to adult education where it attracts them and encourage them to go on from there to areas that only become attractive as they progress.

In planning the courses, every use is made of assistance from bodies in the community such as the Medical Association, Health Education Council, Churches, Historical Society, Geographical Society, Politics Society, Marriage Guidance Council, the Council of Social Service, Law Society, which are actually or potentially educators. However, the members of the various standing committees that help to plan the various programmes with staff members are never representatives of organisations. The only groups with any direct influence on the content of the Adult Education programme are local committees in various country towns and some suburbs set up with the help of the A.E.B. specifically to advise on local tastes and needs.

One more fairly important point on method: it is the policy of the A.E.B. to try to make its activities as nearly self-supporting as possible. This does not mean that every single activity is viewed as a business venture, quite plainly many things that are worth doing just have to subsidized, but that in any broad area of the total programme an attempt is made to recover in student fees as nearly as possible the cost of mounting that part of the programme. This policy has two important results. It ensures that the educators cannot dictate to the educated what kind of education they must have, though they are at liberty to try very hard to persuade them. Secondly it means that there is no budgetary limit to the size of the operation; provided that the fixed costs are met and each group of activities pays for itself then the only limiting factors upon the size of the Adult Education operation are the willigness of people to be educated, the availability of teachers and for the capacity of the staff for organising and administering.

## Relationships with other Organisations

In Western Australia the only body other than University potentially in the field of general adult education is the Education Department through its Technical Division. There is no separate statutory body and no W.E.A.

Between the University and the Education Department there is no question of competition; certainly a very good general relationship. Traditionally the Technical Division has provided vocational training, formal teaching and for Junior and Leaving Certificates and most arts and crafts teaching; the A.E.B. has provided intellectual stimulus courses, public enquiries of various kinds and recreation/education activities. The A.E.B. has made considerable use of Education Department personnel as lecturers and the practice of inviting Education Department people to be members of the various committees which advise A.E.B. and help to plan its various activities has proved an extremely effective way of ensuring that the university did not duplicate the work of the Technical Division or vice-versa. Occasionally the two bodies have offered similar, though not identical, activities by design, as for instance in the fields of painting and language teaching. When specific requests have been made to the A.E.B. for courses felt to be more in the province of the Technical Division it has generally been possible to persuade the Technical Division to provide these. The Adult Education Board does not provide courses by correspondence and a very useful working arrangement has developed between the Technical Extension Service and the Adult Education Board; the Board refers to the Extension Service people who need to work by correspondence and notifies the Extension Service of any of its activities which might be valuable supplementary work for correspondence students. Particularly in the field of Mature-Age Examination for entry to the University, there has been most valuable co-operation between the two bodies over the past three years.

It would be fair to say that to date the situation between the Education Department and the A.E.B. has been one of extremely friendly relations, utmost co-operation but comparatively little actual contact. The situation now, however, is changing A quite dramatic increase in the demand for formal evening education by adults, mostly young adults, has lead to a tremendous extension of the Education Departments evening school activities and this year permanent evening-school superintendents have been appointed in six metropolitan and three country High Schools. Whilst these evening schools (Technical Centres) are mainly concerned to expand the coverage of traditional Technical School work, they do now have the organisation and facilities for conducting general adult education on a regional basis and they have shown every willingness to enter this field. To facilitate this development, a special sub-committee of the A.E.B. (the Director-General of Education, the Director of Technical Education, the chairman of the A.E.B. and the Director of Adult Education) has been set up to work out a formula for the optimum coverage of adult education by the two organisations. The six metropolitan Evening School Superintendents are meeting with members of the A.E.B. staff regularly to discuss possibilities and it has proved possible already to move two popular courses from the A.E.B. programme to the Evening School programme with no loss of efficiency or popular support. By mutual agreement a special part of the A.E.B. Spring syllabus will be devoted to general adult education courses offered by the Education Department's Technical Centres. These were planned jointly by the Technical Centre Superintendents and the A.E.B. staff. It is hoped that gradually the whole of the "popular" part of the Adult Education programme will be conducted in High Schools and by the Education Department.

The Faculty of Education of the University of W.A. has agreed to offer Adult Education as a unit in its Dip. Ed. course. It is anticipated that Education Department people who intend to specialize in Evening School work will take this unit which will be conducted mainly by the staff of the Adult Education Board.

## Plans for the Future

The immediate plans of the A.E.B. are to further cement relations with the Education Department and move as rapidly as possible towards a co-ordinated programme, jointly planned, and covering the whole state. It may, however, be better to speak of hopes than of plans since a great deal must depend upon decisions of the University Senate and of the State Government, the speed and extent of Education Department development in the field of Adult Education, the possible entry into the field of the new Institute of Technology and the willingness to accept responsibility for community arts activities.

Present indication are that adult education in W.A. could be best served by:

(a) Autonomous Adult Education Associations centred on every high school throughout the State acting as local co-ordinating bodies and drawing on all sources of supply of education, University, Department or otherwise.

(b) Every high school with a permanent, university-trained Superintendent of Evening Classes working in close contact with the University and with the local community.

(c) The University continuing to supply
  (i) general Adult Education Courses at a University level for the public at large.
  (ii) post-graduate or specialised instruction for groups within the community.
  (iii) lecturers and advisory personnel to country and suburban communities to take part in and support activities organised by other bodies.
  (iv) schools, conferences and seminars arising out of the Education activities of the University itself and the Education Department,

(d) An Arts Council directly responsible to the State and independent of both the University and the Education Department to undertake the running of the Festival of Perth and all similar entrepreneurial activities and to co-operate closely with the University and the Education Department in other community arts activities throughout the state.

(e) The development of Adult Education as a specific discipline through University training and qualification specifically in Adult Education.

(f) A programme of experimental research by the University and/or The Institute of Technology to provide the basis for a training programme and general data for the improvement of the methodology of adult-educating.

(g) A central co-ordinating Committee representative of all involved organisations to organise the total coverage of adult education throughout the State, and ensure that each activity is carried out by the most suitable organsiation and the community served as efficiently and as economically as possible.

The future plans of the A.E.B. are to work towards such a situation by whatever means seem most practicable at the time. However, since the possibility of such an arrangement is contingent upon the activities and decisions of bodies other than the University, the A.E.B. is prepared at all times to adapt to different or modified plans. It is very conscious of the fact that its responsibility is to the public of Western Australia, not to any education theory, even its own. Thus, whilst it will continue to strive for what it believes to be an ideal situation, it will not do so at the cost of its present operation. Whatever is felt to be valuable in the situation that has existed over the past ten years will be maintained until such time as it is clearly possible to effect desired changes without any loss of service to the community.

# 17. UNIVERSITY OF NEW ENGLAND

# THE DEPARTMENT OF UNIVERSITY EXTENSION

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## Historical Background

The Sydney University Extension Board was the harbinger of university adult education in the New England and other northern regions of New South Wales. In the late nineteenth and early decades of the twentieth centuries, the Board sent its lecturers to many centres in this area, where they lectured to large audiences in the schools of arts. In 1948, a staff tutor of the Sydney Department of Tutorial Classes, Mr. Arnold Eberle, was attached to the New England University College and did splendid pioneering work over a vast area before his untimely death in 1954. In that year the University of New England was established as an autonomous body, and Mr. A.J.A. Nelson was appointed to direct and develop the new Department of Adult Education. There were no really well-established adult education agencies of any other sort in the north. The schools of arts were educationally moribund. There were a few Technical classes for adults in large centres like Lismore, some agricultural extension and one or two evening colleges that were struggling for survival. But in general the territory was undeveloped in the sense of adult education: moreover, as a rural area, it demanded a re-thinking of methods and approaches. University adult education experience in Australia was mainly city-oriented and offered little guidance. Where university adult educators had gone into country centres they had tended to use methods designed originally for urban adult students.

From 1954 to the present day the New England department has grown comparatively rapidly. In 1965 it was re-named the Department of University Extension. In 1954 the department comprised one senior lecturer and a typist, in 1967 there was a director, an assistant director, three senior lecturers, eight lecturers, with vacancies for two more, two administrative assistants and supporting clerical staff.

## Guiding Principles

Through our programmes of adult education at the University of New England we endeavour to make university resources available to the people as effectively as possible, to develop a mutually beneficial relationship between the university and the community and to make the maximum contribution to the total provision for adult education. We have tried to do two things: first, to overcome the handicap of distance in providing opportunties for education to rural adults, and second, to ensure that our work relationships with communities are close enough to make our programme planning realistic. Because we are located in the country and especially equipped to deal with studies related to rural living, our extension programmes have been concerned primarily, though not entirely, with rural people. To meet our special needs and make the best use of our resources we have emphasised in our work the rural community school or conference, residential adult education and rural community development. (A.J.A. Nelson, 1962).

In 1965 in a statement prepared for the Australian Universities' Commission Nelson looked at the whole question of university involvement in adult education and concluded that the university "should give general leadership in adult education" to other agencies in the field, that it should be directly responsible for university extension, "which, as its name implies, is the extension of university teaching to the community" and that extension should " legitimately extend the work of the university into fields appropriate to a university" but not yet included in its teaching programme. He believed that university adult educators should co-operate fully and on equal terms with other agencies, both statutory and voluntary, and that they are particularly well-placed to develop and evaluate experimental work in adult education. The university should also take an active interest, through its extension aspect, in professional refresher courses and should leave wherever possible to "other authorities adult educational activities more appropriate to them. Where it is obliged to undertake such activities it should encourage the establishment of other organisations to which they might be handed over." Finally, Nelson urged that it was "obvious that the university is the authority which should be concerned with adult education as a field of study."

## Methods

The traditional methods of university adult education - the tutorial class, the residential school, the lecture, the discussion course - whereby it attempts to put its ideal of a liberal attitude to adult study are too well-known to be other than mentioned here. In the New England context they had, of necessity, to be adapted at times so that the department could make a realistic response to the needs of the local community. In some cases, new techniques, or at least new emphasis in old methods, were evolved to implement its programme. In its formative years the New England department soon became, by force of circumstance and, it should be added, by preference, eclectic and empirical.

As it progressed and as more staff were added, the experimental work gathered naturally into various sections and these, quite recently, were institutionalised as "divisions". It is probably most effective to study the methods of the department under the headings of these divisions.

## The Regions

The department decentralised at the earliest possible moment. The first professional appointee after Nelson (Campbell Howard in 1955) was sent to Tamworth and set up a departmental centre for the Namoi Region. In quick succession after this there were defined the Tablelands Region, centred on Armidale, the Clarence Region, centred on Grafton, and the Richmond-Tweed Region, centred on Lismore. At least one professional member of staff began work in each region. The director has asked for staff to establish further regional centres in two other regions.

"The principal function of these (regional) centres should be (1) to provide adult programmes at a level appropriate to a university, (2) to provide advice, guidance and educational programmes related to community development, and thus foster attitudes favourable to self study and self help, and help develop a climate favourable to learning; (3) more specifically, to help promote the development of other organisations capable of providing adult education, and (4) to represent the university as a whole."(A.J.A. Nelson, 1967).

In attempting to carry out these onerous responsibilities, the regional staff arrange weekly classes, weekend or longer residential schools and seminars, extension lectures, discussion groups and the like. To a certain extent they are assisted by colleagues who are community development specialists in some projects in this field. They are beginning to make use of radio as a medium for adult education.

All would agree that we are still largely in the experimental phase in regional work and at present there is a movement to coalesce the various divisions of the department more, so that there is a fruitful interplay and more creative co-operation between the regions and the divisions on campus.

## The Divisions

The Community Development Division: In 1962 Nelson defined the aims of the community development aspect of his department thus:

> "The aims of our Community Development Division are threefold: to study communities and their development; to provide training and education to community leaders; and to give guidance and assistance to communities in their own development. Our work in this field is based on the assumptions that community development should be, in one of its aspects, an educational process and that communities themselves should be educative societies. The university's role in the programme is to help communities to help themselves. It is essential, as we see it, that the individual should be encouraged to see his community and its developmental problems as a whole, and that he should be given an opportunity to contribute to community development by taking part in a programme of study-discussion aimed at the recognition and definition of community problems; community planning and the study that should go with it; action on community projects; and courses and schools organised to meet community needs." (A.J.A. Nelson, 1962).

In 1967 he added:

> "I have always assumed that we should provide three things through our community development programme: consultative services to communities on their developmental problems, research in the field of community development; and training both for community leaders and persons engaged professionally in community development." (A.J.A Nelson, 1967).

He saw community development as an integral part of the total extension programme rather than as an appendage and considered that it plays a vital part along with other extension elements in the effort to develop the educative community.

There are three professional staff members in this division. Their work is still characterised by experimentation and pragmatic response to local community needs. Mention might be made of earlier projects such as the community study of local problems, especially flood mitigation in the Clarence Region, the co-operation with the New England Rural Development Association in problem census surveys and the study of such specific problems as dingo eradication, drought and agricultural extension; and a number of projects with aboriginal communities in the north.

As to the methods, members of the division emphasise discussion and objective community self study. The radio has been used, as in the "Radio Farm Forum" series, and a number of residential schools arranged.

The Residential Schools Division: On the residential programme, Nelson wrote recently:

> "Up till 1958 this was limited to an annual school for graziers attracting approximately 100 men on the land. In 1966 it had developed to include 39 schools and conferences enrolling 2,036 students. This programme has been built very largely round distinguished teachers and the high quality of the teaching which it provides has been a principal reason for its success. Some of its programmes have national or international impact."

There are three professional staff members in this division and it is hoped that more will be appointed to expand the programme. The rapid growth of residential school work at New England has been a natural response to the existence of ideal residential facilities in the colleges on campus, the isolation of the university, and increasing social demand for such provision. New England staff members are extensively used in the programme but at least an equal proportion of the tutors are brought specially to the university from other universities and other institutions.

The programme can roughly be divided into three parts. There are the schools which, basically, pass on instruction; the seminars, which examine social issues and encourage preliminary reading and the free expression of opinion among all members, and the conferences, which are usually professional refresher courses. The papers given at these schools are usually roneoed and circulated among the students: often they are the bases for published proceedings.

The Research and Training Division: This has one full-time professional member and two part-time members (the latter have additional duties in other fields). This division has begun in a practical way to concentrate upon those long-neglected aspects of university adult education in Australia: research in adult education, the evaluation of departmental projects and relevant publication. It prepares the material for the adult education method section of the university's diploma of education, and teaches these students. It is expected that this work will expand considerably in future into such areas as post-graduate study of adult education and the arrangement of residential seminars on training and research.

The Audio-Visual Division: This has still not really got off the ground because of the resignation of the original responsible staff member and the unavoidable delay over the appointment of his successor. However a studio has been set up and some equipment installed. This division will assume responsibility for the department's work in tape recordings, television and radio. Meanwhile, members of staff are using commercial and A.B.C. radio in discussion work involving listener groups.

The Director's Division: This includes the adminstrative assistant and the person responsible for discussion courses publications. It is hoped that he will eventually edit and produce a professional journal.

## Summary of 1966 programme

The Residential Schools Division arranged 35 schools, seminars and conferences at the University in the January-February, May and August vacation periods. A total of over 2,000 adults attended these.

The Namoi Region arranged 21 schools (mainly over weekends), 18 weekly classes and eight extension lectures.

The Clarence Region held 16 weekend schools, 12 weekly classes and 5 extension lectures.

The Richmond-Tweed Region arranged 12 weekend schools, 9 weekly classes and 28 extension lectures.

The Tablelands Region arranged 10 weekend schools, 14 weekly classes and 8 extension lectures.

Some discussion courses were also arranged in the regions and the Discussion Course Division serviced 11 groups.

A number of staff members both in the regions and at Armidale were involved in various community development projects.

## Special group interests catered for in New England

The Department has always naturally made particular provision for groups concerned with rural development. It has been especially concerned at the lack of provision by other bodies for the needs of such groups and has done a great deal of work with local government, for example, country womens' associations, and professional people working in country areas.

Beyond this, it often undertakes work at a State, national or even international level as, for instance, in some residential schools.

(i) There has always been here a special and natural provision for the interest of "the man on the land". This provision takes various forms and invloves various divisions. Residential graziers' schools were an early feature of the work of the department and these have been amplified considerably. A good deal of community development work is being done in this regard, mainly in co-operation with NERDA.

(ii) Professional conferences are arranged on campus and in regional centres for such groups as journalists, pharmacists, teachers, librarians, doctors, lawyers, nurses, trade unionists and tourist officials.

(iii) Some work of special relevance to aboriginal communities is arranged, mainly in the form of residential schools.

(iv) A wide range of other special group interests are catered for throughout the programme. For example, the residential schools division makes a continuing provision for writers, conservationists, musicians, artists, sculptors, amateur historians and for persons with a particular interest in South East Asia.

(v) Different divisions of the department are involved in special provision for particular age groups - junior farmers, for example, and the aged.

(vi) The department as a whole does make some provision for such subjects as painting and pottery. In these cases it usually endeavours, in regional work, to help the formation of an autonomous society. Librarians are assisted by means of a correspondence course and a residential school to gain professional qualifications, as there is a great need for such provision in New England. Languages are catered for as in any other department of university extension and there is considerable provision for liberal education for the general public. This last takes many forms. It is implicit, of course, in the total programme.

## Relations with other bodies

In northern New South Wales, an almost exclusively rural area, there is nothing like the profusion of other adult education agencies such as exists in the working areas of other Australian departments of adult education. The department co-operates closely with such other agencies as are active, notably with the junior farmers' movement and agricultural extension. It works actively with other bodies such as the Commonwealth Literary Fund and the Charles Strong Memorial Trust. It co-operates with local government bodies, regional development committees and NERDA. There is also some co-operation with the Department of Technical Education but there needs to be greater liaison with the Department of Education's evening colleges. These are few in the north and we should very much like to see their number increased.

## Pointers to the Future

In 1963, when his department was much smaller, Nelson wrote:

"If we are to do all that we should for adult education, we must, in the not too distant future, establish two things at New England: a residential centre for adult education which will enable us to conduct residential programmes the year round; and an Institute through which we might make our contribution to the study of the theory and practice of adult education and community development. With these things we would be able not only to develop our own programmes, but also to strengthen the work of other organisations concerned with adult education." ("Adult Education at the University of New England", in Education News)

In a report this year estimating the developments in the department over the next ten years he wrote: on the residential centre: "There has been considerable discussion of the prospects for raising funds for this project and indications are that they are comparatively good". In the meantime, he predicted great expansion in the current residential schools programme and the eventual appointment of additional staff. Nor has the Institute materialised, although some considerable progress has been made in the field of research and training in adult education. There is in Mr. B.H. Durston, the first lecturer in adult education in Australia specifically appointed to devote his time to research and teaching. The work the department does in the adult education section in the university's diploma of education has already been mentioned. There is a proposal at present before the university's academic planning committee to establish a diploma of adult education under the supervision of either a board of studies or the newly-formed faculty of education. Further there is the strong possibility of a close association between the department and the extension department of an overseas university in a programme of postgraduate research and training in adult education and extension.

Nelson outline his hopes in this connection as follows:

"it is important that we develop this side (research and teaching) of our activities. There are several reasons for this. First is the present lack of research and teaching. Second the need for planning and preparation to cope with an expected 'population explosion' in adult education. Third the need to equip the Department of University Extension to give guidance and advice to other organisations in adult education. And fourth the desirability of building up communication with and giving co-operation to organisations working in adult education and community development in countries to the north of Australia."

It is also expected that work within the other divisions of the department mentioned above will be greatly expanded and intensified in future.

In another paper prepared in 1967, Nelson remarked on broader issues:

"It is essential that we should plan the future development of university adult education. But, first, there is a need for a factual survey of adult education as a whole, and a critical examination of the work and purpose of all the agencies concerned. It is of urgent importance that we bring our ideas on adult education up to date. We cannot hope to plan for the second half of the Twentieth Century with a set of ideas that have changed very little since the Middle Ages."

# 18. THE UNIVERSITY OF QUEENSLAND

# INSTITUTE OF MODERN LANGUAGES

by D.J. MUNRO,
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## Two Adult Education Services

The University of Queensland is active in the field of adult education in two ways. First, the Public Lectures Committee provides frequent lectures by members of the University staff and by visiting scholars. These are held in Brisbane, though staff members are sent on country tours from time to time. The major adult education activity of the University is, however, the Institute of Modern Languages which is limited in its operations to the city of Brisbane and its immediate environs.

The Institute came into being by University Statute in 1934 to provide courses in modern languages for persons whose needs were not met by the secondary schools or the University. As French and Latin were the main foreign languages taught in secondary schools in Queensland in those days (plus a little German) the Institute clearly had a very wide field to cover. Yet even today, when secondary schools offer French, German, Italian, Russian and Japanese, French and German still attract large numbers of students though Italian and Japanese are equally in demand.

The Institute seems, therefore, to provide for students who want to build on the language foundation laid at school and to add further languages to the one or two that might have been done at school. The emphasis on the spoken word that characterises Institute classes is also important in drawing students who rarely went beyond the written word in school.

Apart from the four languages mentioned above, the Institute in 1967 is also offering Arabic, Mandarin Chinese, Dutch, Modern Greek, Modern Hebrew, Hindi, Indonesian, Malay, Neo-Melanesian, Polish, Spanish and Swedish, a total of eighteen when special courses in English for Asian students and new settlers are included. There are at present sixty-seven different classes and many were filled so quickly that students had to be turned away.

Many languages are taught at four levels, thus making it possible for students to extend their study over four years. This gives them a command of both the written as well as the spoken word.

## Staffing and Enrolments

The teaching staff of thirty-three is drawn, where possible, from members of the relevant University language departments. A variety of unexpected talent often comes to light in this way, so that we find a member of the English Department teaching Swedish and a mathematician teaching Mandarin Chinese. Such teaching keeps members of language departments in touch with the language at all levels, and those with interests in applied linguistics find their Institute work doubly rewarding.

The Institute makes it possible for the University to offer courses in many languages for which there is a need but which cannot yet be provided with full University departments. This applies particularly to Asian languages such as those listed above. As the press in Brisbane seems to have adopted the policy of encouraging the teaching of Asian languages in schools and elsewhere, it is not to be wondered at that enrolments are usually satisfactory.

1967 has seen the beginning of changes in the Institute which will be more marked in the future. This is the shift of classes from the old University buildings in the heart of Brisbane to the new campus at St. Lucia, three or four miles from the city. Enrolments in the fifteen classes held at St. Lucia in 1967 have been high, and it may be that the prestige of the main campus offsets the convenience of a central city site. Parking is difficult to find in the city, and Brisbane is becoming more and more decentralised. In 1968, it is likely that all classes will be held at St. Lucia, that is, if the Institute can find sufficient rooms for its needs.

Apart from accommodation problems, a major result of the change has been the increased enrolment of members of the University staff. The Institute previously attracted a youngish, professional or semi-professional type of student, usually with a background of secondary education though frequently with tertiary education as well. Now it seems likely that it will increasingly become a "service" department of the University providing courses for student and staff members who want to learn enough of a foreign language to be able to carry out profitable research work in an overseas territory. A typical course of this kind is Pidgin (Neo-Melanesian) which was provided at the request of the University departments of Anthropology and of Government. Both departments see New Guinea as the most suitable place for further research in their fields.

It is interesting to note here that the University of New South Wales is setting up a Language Institute which will have this "service" function. It is still too soon to see what precise form this new Institute will take. The Queensland Institute is largely responsible for developing courses in English as a Second Language, mainly for the benefit of Asian students but also for staff members whose native language is not English and for other newcomers. In general, students in these classes must have a reasonable command of English before being admitted. They are not for beginners.

Day courses are now being held for the first time in the history of the Institute. The only bar to the extension of these is a lack of available tutors, for most of the best teachers are so busy that extra work is not possible for them. Another function of the Institute is now emerging. It is becoming a clearing-house of information about language teaching and materials. A tutors' library has been opened, and the University Library provided a grant to buy books. The University Library also provides the grant which buys books for students.

Student pay a fee of twenty dollars per course, and it seems that if enrolments continue as at present (1100 in 1967) the Institute will remain to a large degree self-supporting. By sharing University facilities such as the new language laboratory now being established, costs can be kept down and income used to pay tutors and to provide services to students such as tape-recordings and books for loan.

When Brisbane has its second University (to be called Griffith) it is possible that a branch of the Institute may be established there, though this is bound up with the question of when Griffith will become autonomous. A branch at this new campus would serve the south side of Brisbane which is cut off from St. Lucia by the meanderings of the Brisbane River.

It seems that curiosity about Asia and an interest in our European background will keep Institute enrolments healthy for a long time. Asian countries, in particular, are becoming aware of the need to offer some assistance in the form of books and to organisations like the Institute, and in the future a scheme of teacher exchanges should be possible. The most pleasing part of the Institute's activities has been demonstration that adults make capable language students if they are given the proper motivation and if they are provided with up-to-date methods and materials.

# 19. UNIVERSITIES IN ADULT EDUCATION

## POINTS FROM DISCUSSION

Most groups considered that the advantages of university adult education, were that by its nature, tradition and reputation in the community, it was in a strong position to provide a neutral platform especially in the field of controversial issues. It was also in the best position to deal with any complex subjects arising out of university research and studies.

There were some challenges to the Universities' claim of complete freedom in handling controversies especially when they were on University matters.

The University was, some people suggested, in the best position to innovate and experiment. There was criticism, though, that this was one of the appropriate functions which some universities had neglected.

There was implied criticism that Universities were not always ready to hand over some projects to other, more appropriate agencies after they had passed the experimental stages. Another criticism was that the present lecture and administrative loads tended to preclude a great deal of active research by adult education staff. It was suggested that less emphasis should be placed on the role of the adult education staff as teachers.

The criteria of University work was discussed in some groups, but not extensively. The only point made clear was that the work should be of a high standard.

Some professional refresher courses were considered to be a university function; however there was criticism that Universities could get out of touch and present courses above the heads of people who needed these services. It was pointed out by some that this form of adult education was not exclusive to Universities.

## 20. STATE EDUCATION DEPARTMENT IN ADULT EDUCATION

### OPENING REMARKS

by A.W. JONES,
DEPUTY DIRECTOR-GENERAL,
EDUCATION DEPARTMENT
OF SOUTH AUSTRALIA.

I have read all of the papers submitted by the various states on the part of their State Education Department in adult education. I have probably not read them as thoroughly or assiduously as you have, but I did look at them from the point of view of unity of purpose, variations between state and state and particular developments in each state.

There are two things on which you all agree: You have not enough money; you all see adult education as a community service arising out of the needs of the community. Consequently, the aims and purposes of adult education are clear and fairly common to all states, but there is not such an agreement on what adult education is. One state said that it is the education of adults, and then implied that it was the further education of educated adults. It then proceeded to define an adult, and of course, there is no agreement between the states of what an adult is: - "one who has left school", "adolescents and mature people", "all volunteers". New South Wales gives a good definition by stating what adult education is not and then proceeds to show that what it is not, it is.

"It is not training for earning a living, it is training for living well; it is not training to acquire degrees, diplomas or other examination qualifications, it is undertaken for its own sake and from the benefits that may accrue directly from it; it is a leisure time, entirely voluntary pursuit, it aims at enriching the individual's life by giving him creative hobbies, an appreciation of the arts, a wider and deeper knowledge and a critical spirit; it aims at developing in him the spirit that enjoys these activities, and it aims at making him a better informed, more active and more responsible citizen; finally, it is educational activity for adults.

Adult education may be considered to include formal and informal educational activities generally of a non-vocational character undertaken voluntarily by adults in their leisure, leading to a more active and responsible citizenship."

Developments: Development of the Adult Education Services of the Education Department of South Australia has been phenomenal both in quantity and quality over the last decade. I can say it very sincerely, because I have had nothing whatever to do with it. Until 1956 the Adult Education Service was limited largely to evening classes in Boys and Girls Technical High Schools, Trade Schools and the School of Art in the metropolitan area. The range of subjects was limited and mainly confined to traditional craft and technical subjects. In the country the work was supervised in 17 country schools by part-time Registrars whose other commitments prevented them from doing much developmental work.

As so often happens, a major conference or inservice course gives tremendous fillip to the people attending it. This was the case with the first Adult Education Conference of the South Australian Education Department when it was organised in 1956 and that conference can be said to be the commencement of our progressive policy in adult education. Since that conference, enrolments have gone from 7,000 to 47,000; full-time teachers from 20 to 120; a handful of subjects to a multiplicity of activities. As far as I can gather, there has been similar but perhaps not such extensive growth in all other states.

Without exception the history of the development of adult education appears to be that it has been associated with technical education.

Integration: It appears too, that adult education is now considered as an integral part of the state education system and not as a fringe activity.

Accommodation Facilities and Methods: Accommodation facilities and methods adopted to implement adult education are diverse. Some accommodation is makeshift, some specially developed for this purpose and of course existing school facilities are used extensively for adult education when school children are not in attendance at the schools.

A sample of things to come is the Gawler Adult Education Centre in South Australia which includes offices for the Principal, Vice-Principal and clerical staff, a staff-room, council room, library, three classrooms, commercial room, millinery and dressmaking rooms, an art room, general art and craft room, a kitchen, a room for general women's craft, woodwork and metal workshops, a wide corridor gallery used for art exhibitions and an auditorium to seat approximately 220. You can see that this facility is specially designed for adult use.

Programmes: The number of subjects provided throughout Australia for adult education is legion. They vary from Matriculation English to Electronics, from typing to television techniques, from jazz to jewellery designs, from plays to plastics, from woodwork to wine-making, so I think it can be said that you are meeting the needs of adults for vocational and leisure interests and sheer enjoyment.

Staffing: Staffing appears to be similar in all states but with South Australia moving more rapidly to permanent full-time staff. In metropolitan technical high schools, regulations provide for the appointment of Senior Masters and Senior Mistresses in Adult Education and also Deputy Head Masters and Mistresses where Adult Education enrolment is over 600. In country districts, full-time Principals have replaced the part-time Registrars, and Vice-Principals have been appointed to the larger centres. It is significant that whenever a new full-time Principal has been appointed the enrolments have doubled within 12 months.

Staffs too, in all states, including the part-time staff, appear to be chosen not only for their knowledge in a particular field, but for their enthusiasm in it and their keenness to impart it and kindle a similar enthusiasm in others for the subject.

Training in Teachers' Colleges: Adult Education, until recent times, received but brief mention in lectures in Teachers' Colleges, but recently the liaison between Adult Education Services and Teachers' Colleges appears to be better. In South Australian Teachers' Colleges elective courses in Adult Education have been provided for enthusiasts, and provided through the University Adult Education Department. Who knows, perhaps soon we will have Adult Education as a classification unit in our Teachers' Diplomas. School Administration began in this way as an inservice course and now is a post diploma classification unit for teachers. School Librarianship started in the same way and now we have in South Australia, School Librarianship "A" and "B" as diploma subjects.

Co-operation and rationalisation: Co-operation with the University Adult Education Department, the Workers' Educational Association and other groups interested in Adult Education seems also to be a developing process. Perhaps the setting up of Consultative Committees to co-operate and rationalise the activities in adult education in all states could be considered.

## Suggestions for Group Discussion

I put the following suggestions for your group discussions:

(i) Is there any particular field in the area of adult education where State Education Departments should be more active than they appear to be? What should be left to other bodies in adult education?

What is the best way of implementing any decisions that you may reach in this regard?

(ii) Within the context of a State Education system of adult education what personal qualities, training and experience is it desirable that the adult educator should have?

(iii) Would the adult educator benefit from special training and if so what form should it take?

(iv) What are the advantages and disadvantages of full-time appointments as aginst part-time appointments in adult education?

(v) Is there a need for Education Departments to consider developing residential types of adult education institutions to provide intensive courses not only in vocational fields but also in general education?

# 21. THE EDUCATION DEPARTMENT OF WESTERN AUSTRALIA

## ADULT EDUCATION IN THE TECHNICAL EDUCATION DIVISION

by E.H. JONES,
ACTING DEPUTY-DIRECTOR,
THE EDUCATION DEPARTMENT
OF WESTERN AUSTRALIA.

### Introduction

The more education adults have, the more they seem to want. Those who have least education appear to desire it least although they fall lowest in the socio-economic scale and have the greatest need to increase their knowledge and skills. These features present a challenge to those engaged in adult education of all types and at all levels. The scope of the task is realised with special force when one considers the increases anticipated in population and levels of educational attainment with particular reference to the 20-35 years age group. At this stage it could be asked, "What is an adult in adult education?" An adult for our purposes is any person who has left school and voluntarily seeks further education.

Adult education today calls for constant innovation and an awareness that the old methods, older facilities and methods of organisation are no longer suitable nor adequate. They must be replaced by newer approaches to meet not only the problems of today but of tomorrow. But we must be eclectic by taking the good features of the past and merging them with the new. Any innovation in adult education only has meaning and purpose if it enables the student to learn something of value more effectively or rapidly than otherwise he would have done. Ideally there should be provision for constant innovation but because of the wide range of clamouring, competing needs there must be a rationalisation in the use of resources available: staff, finance, equipment and buildings. It is proposed to explain how these general principles have been recognised and applied in the Technical Education Division in Western Australia as regards:

Aims and history, Organisation and procedures, Special features, Staffing, Future developments.

### Aims and History

The history of technical education in W.A. goes back to 1900 with the establishment of Perth Technical School later Perth Technical College. This institution provided tertiary education in Western Australia before the establishment of the University. Over recent years, Perth Technical College has changed its nature significantly. From being an institution which sought to provide for every aspect of technical education it has become increasingly devoted to professional education in such fields as Architecture, Engineering, Surveying, Mathematics, Applied Science, Art, Accountancy, Administration, Librarianship and various branches of Teaching. The Western Australian Institute of Technology has now been developed to cater for the rapidly growing professional and higher technical courses. Some 60 years ago a technical school was also established at Fremantle and centres were also conducted in major country towns. But it is only during the past twenty years, particularly the past ten, that the Division has emerged as a vital, growing force in education in the State.

Technical education plays a considerable part in the creation of a balanced workforce of well trained personnel at all levels. Its task is to provide courses for the skilled worker, the technician and the technologist in order to meet the needs of industry, business and community services. For the individual the primary aim of technical education is to promote occupational efficiency by educating the student to enter, keep up with and to progress in his chosen occupation, or to facilitate mobility in terms of changing occupational demands or because of incapacity to follow an initial occupation. Technical education must concern itself not only with skills and knowledge but also with the attitudes necessary for successful performance in the particular occupation. It should, so far as possible, provide opportunity for the personal development of its students.

Among the occupations for which technical education prepares students, the occupation of leisure assumes great importance and many opportunities are provided for the development of the individual by way of constructive personal interest classes in order to fill leisure time in a satisfying manner.

## Organisation and Procedures

There are three main sections of the Division:

Technical Colleges and Schools: These institutions conduct mainly organised courses leading to an occupational qualification. The teaching staff is mainly full-time and although part-time students predominate there is also a considerable body of full-time students. It will also be seen that each institution has tended to develop particular fields of study interests in terms of regional or occupational needs.

Technical Centres: At these places classes are mainly concerned with general education, leisure time activities and preliminary studies for occupational qualification courses conducted at Technical Colleges or Schools.

The centres fall into three types:-

At Albany and Geraldton there are full-time officers-in-charge with some full-time teachers who are concerned with the day training of apprentices. Classes are conducted in buildings specially designed and built for the purpose.

At six metropolitan centres, located in high schools, there are full-time officers-in-charge.

In the other centres there are part-time officers-in-charge who are full-time teachers at the high schools.

Technical Extension Service: In a State such as Western Australia with a scattered population there are many people who are outside the range of places where classes are conducted. The Division, therefore, through the Technical Extension Service provides a wide range of instruction through correspondence courses. In larger country towns correspondence tuition is supplemented by attendance at organised study groups under the supervision of a teacher. The Extension Service also arranges classes in country towns where numbers do not warrant the establishment of a technical centre. In addition the Service is responsible for extension work in youth and adult native education.

## Statistics

### Individual Students

| Year | 000's | Year | 000's |
|---|---|---|---|
| 1957 | 35.7 | 1962 | 44.9 |
| 1958 | 36.7 | 1963 | 45.6 |
| 1959 | 36.7 | 1964 | 50.8 |
| 1960 | 38.2 | 1965 | 55.4 |
| 1961 | 41.1 | 1966 | 58.6 |

### Age Groups

| | 1965 | | | 1966 | | |
|---|---|---|---|---|---|---|
| | M 000's | F 000's | Total 000's | M 000's | F 000's | Total 000's |
| Under 21 | 22.4 | 11.4 | 33.8 | 23 | 11.9 | 34.9 |
| Over 21 | 14.9 | 6.7 | 21.6 | 16.2 | 7.5 | 23.7 |
| | 37.3 | 18.1 | 55.4 | 39.2 | 19.4 | 58.6 |

Details of 1967 enrolments are not available but it is expected that there will be an increase over 1966. It is evident that there are significant increases in:

the number of full-time students in technician type courses;

the entry of students who have completed more secondary education than in previous years;

the new intake of correspondence students.

Conduct of Classes: Procedures are set out for the commencement and conduct of classes. In the metropolitan area there must be a firm enrolment of 15 students before a class may be commenced and in the country 12 students. Minimum average attendances are expected to be 10, 8 and 6 in 1st, 2nd and 3rd terms respectively. These procedures are modified in terms of the type of the subject or community needs at the discretion of the Director of Technical Education.

## Special Features

Although activities are mainly related to clearly defined community needs and are identified on a quantitative basis, there have been many innovations which are more qualitative in nature and it is almost optional as to whether they should be introduced. In many cases their initiation has been due to the vitality and awareness of officers of the Division. Some activities which are considered to be outstanding are:

Adult Matriculation Studies: A full-time one year course is provided at Leederville Technical School for students beyond the normal age of completion of 5 years secondary schooling. Current enrolments are 360 students preparing for entry to Associateship courses at the Western Australian Institute of Technology or Degree courses at the University.

Adult Native Education: In 1965 emphasis was placed upon the extension of classes for aboriginal adults. Subjects taught were: reading, writing, dressmaking, motor mechanics, home care, citizenship, and there were 60 classes with 750 enrolments at 30 locations in 1966.

Gardens, Parks and Greenkeeping: Classes in horticulture were commenced in 1962 and these have now been expanded to meet occupational as well as leisure time needs.

Sheep and Wool: In 1962 four classes of two weeks duration were conducted in January for farmers and farmers' sons in woolclassing supported by motor mechanics and welding. These have now become a regular feature of Fremantle Technical School and in 1966 mid-winter classes were conducted and these will be repeated this year.

Personal Grooming: The introduction of these classes recognises another aspect of culture in adult education as distinct from the major vocational or general educational features. In 1966, 10 classes were conducted on a half year basis and these have been extended this year.

Ages of students range from 16 to 80 years. Topics covered are: care of hair and skin, hands and feet, fashion, and hostessing.

School Canteen Organisation: The increasing emphasis on the specialised requirements in school canteen management have led to the most recent development which is the commencement of training of persons engaged in the conduct of school canteens. Particular aspects of the course of 12 months are: Nutrition, Food Handling, Hygiene, Records Keeping, Work Study, Supervision.

Remedial English (I.T.A.): Teaching of reading to children by means of Initial Teaching Alphabet has been accepted but last year a class for illiterate or semi-literate adults was commenced and has been repeated this year.

Summer Sessions for Supplementary Examinations: It has long been the policy of the Division to provide supplementary examinations for some candidates who have been unsuccessful at the annual examinations. However, in 1966 it was considered that this was not adequate if a student were to make the most of this opportunity. Refresher classes were conducted in a number of subjects and were well attended with an improvement in the pass rate at the supplementary examinations.

Day Release Classes: Apart from compulsory apprenticeship training these have been a feature of accountancy and management studies for many years. Some of the management and supervision classes are specially designed to meet the needs of a particular organisation and may be conducted on the premises of the employer. At the same time these may be related to formal courses leading to recognised qualifications. Other day release classes are "open" and are conducted at Perth Technical College. Numbers of classes and students have increased yearly.

Student Wastage: This is an ever present problem of concern to administrators because of cost and lesser use of facilities, disappointment to teachers and students. It has become quite apparent that there must be investigations into this problem and efforts are being made to analyse the causes and to take remedial action.

## Staffing

Part-time enrolments are predominant in the Division and whilst part-time classes are taken by most of the 650 members of the full-time teaching staff there are approximately 1,500 part-time teachers. It has long been recognised that part-time teaching requires a special method in order to make teaching effective. This also applies to trained teachers in a full-time position whether technical or secondary. Some effort has been made but progress has been slow due to limitation of resources. It is now also apparent that the administration of adult education requires special training and it is expected that there will be investigations into the development of a philosophy and procedures.

## Future Developments

It is considered that the record shows that there has been an acceptance and application of the principles expressed in the opening paragraph. There is an increasing awareness of objectives by those engaged in adult education and there is confidence that there will be greater improvements so that resources will be used most effectively to meet a constant challenge. It is expected that the association of the Division with organisations such as the Adult Education Board of the University of Western Australia will continue and lead to a balanced programme of development.

## 22. EVENING COLLEGES IN NEW SOUTH WALES

by C.M. EBERT,
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DEPARTMENT OF EDUCATION,
NEW SOUTH WALES.

### Introduction

Within the varied pattern of adult education in N.S.W., the Department of Education makes its contribution through the Evening Colleges. In this way these Colleges are complementary to the other agencies working in this general field, each of which is related to the others without duplicating services, and the whole meeting the emerging needs of people in all places, at differing levels and with varied objectives.

If one may presuppose a general standard of literacy resulting from compulsory education up to the age of 15 years, and extending beyond it in most cases, one could suggest that the special purpose of Evening Colleges is to provide, for adolescents and mature people, organised opportunities to enlarge and interpret their own living experience. There are two implications involved in the idea of the Evening College, then as an educational agency; first, that it provides enrichment and extension of knowledge and experience through a form of disciplined, progressive study; and second, that there is a voluntary engagement by the individual to achieve some form of self-realisation.

The Act: The Education Act of 1961, amending the Public Instruction Act of 1880, provided for several types of schools which may be established under the Act, one being "Evening Colleges in which the object shall be to provide further education, generally of a non-vocational character, for youths and adults." This general statement of purpose suggests broader objectives for these colleges than those of the Evening Public Schools provided for in 1880, or the Evening Continuation Schools set up later, the former being concerned with the basic education of those who lacked it, and the latter for a continuation in general education of those who left school at primary or early secondary stage. In the mid 20th Century people should strive for increasingly higher standards of academic education, but they should also develop capacity for cultural and leisure-time activities.

Dr. W.G.K. Duncan, in a report to the Universities Commission in 1944, stated that "if adult education is to meet the demands that are now being made of it, it will have to cater for all the interests and all the problems of adult life, and it will have to start at the educational level at which people are now." For any educational agency to attempt this task, it must be close to the community, to ascertain local needs and to create an interest in its programme. This is the key to the obvious success of the Evening Colleges. Community initiative is invariably responsible for the moves that lead to the establishment of a college. Having sprung from enthusiasm at this level, it begins with a vitality which is seldom seen in any educational institution. It is required that the establishment of an Evening College in any community should be discussed at a public meeting convened by the Local Government authority, and that a petition to the Minister should come from such a meeting. It is usually the case that this interest by local government is continued, and that the college is seen as a community project rather than a service placed in the community by a remote government. Within our centralised way of life, this notion has special significance; moreover the college provides a take-off board for many community activities which have grown as self-sufficient institutions in their communities. From classes in Drama and Music have come Dramatic and Musical Societies providing continuing scope for the expression of abiding interests developed in the classes.

Evening Colleges operate in public school buildings, more often than not in high schools, where specialist rooms and equipment are available. Furniture equipment and services provided for the day school are freely used by the College; as well, equipment purchased by evening students for their classes, is used by the day classes. In this way, the college goes a long way towards solving the problem of extracting maximum value from an appreciable public asset, and at the same time provides an admirable basis for a community centre. Doubts as to whether adults would feel at home in the school setting have been dispelled. Although the Principal and staff are basically Departmental teachers in daytime, a permissive atmosphere prevails, teachers recognising that they are working as adults, with adults, and students meeting in social groups.

A busy Evening College cannot fail to reveal to the visitor a corporate spirit which is characteristic of these institutions. People almost invariably continue their enrolment in further courses because they are attracted to one another in the college atmosphere. In one case, a suggestion has been made that the College should become the basis of an extension community centre; where community groups of all kinds would meet and enjoy the benefits of a common association; where they could dine and spend an interesting evening in one another's company and from which their aspirations could materialise and grow. The sponsors believe that no institution could engender a sense of community to better effect than the Evening College.

The Principal of an Evening College has an open charter as far as curriculum is concerned, though he is encouraged to develop a balanced programme. The Department suggests that about one third of the courses will be of a general educational character, such as basic or remedial English, or courses leading to academic examinations. Freedom in curriculum construction leads to great diversity. Any course for which a minimum of 15 students apply, and for which a teacher and facilities are available, is approved. Meeting the expressed needs of college members has given rise to some unusual courses, and the range of classes on any one night in a large college has proved to be quite an eye-opener to many visitors. Recently one was able to observe, on such an occasion, the following courses in one of the Sydney Colleges: Coastal Navigation, Higher School Certificate Mathematics, Physics and English Literature, Silver Jewellery, Lapidary, Lampshades, Pottery, Art, Conversational Italian, Yoga, Lip-reading, Car Maintenance, Upholstery and Millinery.

The Principal, guided perhaps by an advisory committee, draws up a prospective curriculum, based on requests received or anticipated local interest. This is advertised in the local press, or circulated in pamphlet form through the district served. The courses which actually operate in any year, or term, are determined entirely by the response, subject to the minimum enrolment figure of 15 being met (or fewer in special cases), and to the annual allocation of money to the particular college for salaries. The latter restriction is generally the significant one, and it has imposed a brake on expansion for many years, giving rise to large waiting lists, particularly in the Metropolitan areas.

Timetables are organised to suit the convenience of the students. For most subjects the time allocation is one session of 2½ hours each week, but this may be varied to suit the activity or the students. The usual time of sessions is from 7 p.m. to 9.30 p.m., but here again the situation is flexible and could be varied. In a few cases classes are conducted to enable people coming from work to attend before going home. In one college there is a 2 p.m. afternoon class to meet the wishes of a group, but this is exceptional owing to the fact that day school premises and equipment are used. The idea of "day classes" run by an Evening College suggest a humourous contradiction in terms, but it should be noted that this could well be a development in the future, if accommodation problems can be overcome, to meet the needs of so many people, such as home-unit housewives, who have plenty of spare time during the day, but wish to spend evenings with their families.

Where there are sufficient students for two classes in the one subject, they are usually timetabled for different evenings to enable students to attend on the night they find more convenient.

Fees: Prior to 1956, Evening Colleges were free, but since then a fee has been charged, at first £1 per term of 12 weeks, and now $4 per term, with some possibility of a small increase in the near future. In addition to this Departmental fee, each college is permitted to charge a service fee not exceeding 50c. per term to cover expenses such as equipment and advertising. Pensioners are exempt from the payment of fees. The base fee covers membership of the college, and entitles the student to enrol in any number of classes. It is considered that membership of the college rather than of a class gives a broader significance to enrolment as a basis for community development. It also encourages students to enlarge their participation by joining other classes. In the academic classes, where the object is preparation for an examination, students take several courses for the one enrolment fee, but in others, most people take only one at a time and very few more than two.

The Academic Classes are considered to be very important, and in the Sydney Metropolitan area, two colleges offer only School Certificate and Higher School Certificate courses. By concentrating these students, mainly young people, to build up large groups, internal organisation allows for more homogeneous classes and therefore more effective preparation. These courses provide that second chance to those who had, for one reason or another, failed to complete their academic education while at school by obtaining a qualification for employment or entry to tertiary education. Evening Colleges have a proud record of achievement in matriculation passes and Teachers' College scholarships.

Staff consists of a principal, who must be a Departmental teacher, but is usually not the principal of the day school in which the College operates; one or more deputy principals, whose duties are solely administrative, and as many subject teachers as are required. For academic courses, the teachers are almost invariably day high school teachers, not necessarily from Departmental schools. For the cultural and hobbies classes, teachers are recruited from other professions, commerce, industry or other fields; in some cases, former Evening College students have become expert in their subjects to the point of selection for the tuition of others. Rates of pay range from $2.89 per hour for hobby type courses to $4.49 per hour for H.S.C. classes.

The success of the college depends, of course, very largely on the calibre of its staff, and on their ability to devise appropriate methods for adult students. One difficulty in supervision lies in the fact that the Principal and Deputy are not expert or even experienced in some of the subjects offered. However, this is offset by the fact that teachers, in most cases, are selected from many offering, and if the Principal's judgment is at all sound, he should have a satisfactory staff. In those cases where teachers have not made the grade, the falling enrolments have served as a good barometer of the students' evaluation, and changes have been made.

An interesting subsidiary of the Evening College movement is the provision for Isolated Classes. In country towns where no college has been established, and where the number of people seeking courses would not warrant the setting up of a college with necessary administrative commitments, a group of citizens may readily obtain permission to promote self-supporting classes in any chosen subject for which a teacher can be found. The students are given the use of the school building, with services and equipment, and they subscribe sufficient in fees to meet the teacher's salary and cleaning. This scheme has at times been a preliminary stage in the establishment of a college, providing a foundation for development of interest and support. However, the Isolated Class have never proved to be as popular at grass-root levels in communities as it might appear to be potentially from the administrative level.

There is not great point to a study of progress in Evening Colleges in terms of enrolments because these are determined by the capacity of government to make services available rather than the desire of the people to make use of them.

## The Extent of the Service

There are now 45 Colleges in operation in New South Wales. Total enrolments are more than 40,000 which represents about half this number of people actually participating, making the average per person nearly two courses. As mentioned earlier, this average is lifted considerably by the academic examination courses where students would take four and five subject each. Of the 1887 classes in operation, 692 are academic and 1195 are cultural and hobbies. There are 1400 teachers involved in the scheme.

The restriction of development by lack of finance available has been referred to. It should be understood that fees collected account for only a fraction of the cost involved in operating Evening Colleges. The greatest expense is, of course, the salaries of the teachers and, as rates have soared in recent years, so the percentage return in fees has dropped so that at present, only about 30% is recouped in this way.

There would appear to be no doubt that there is a strong need for an institution such as an Evening College in the life of both metropolitan and rural urban communities. There also seems to be strong evidence to support the belief that, where they have been established, Evening Colleges have gone a long way towards meeting these needs and the aspirations of people concerned. However, there is one disturbing aspect of the overall picture. Of the people attending these Colleges, the vast majority are in the Sydney Metropolitan area; and the majority of applications for new Colleges to be established are also coming out of the City of Sydney. It is possible that rural needs are being satisfied by courses run in country Technical Colleges and by extension courses from the two Universities operating strongly in this field. One still feels that the association of the evening classes with the local high school and the sharing of its facilities between young and old students offer such advantages that every effort should be made to develop colleges in rural areas. Perhaps this will be the area of greatest development in the next decade. It will require a relaxed set of minimum requirements for enrolments and, in turn, a substantial increase in the allocation of Government money for the purpose.

# 23. THE NEW SOUTH WALES DEPARTMENT OF TECHNICAL EDUCATION

## ADULT EDUCATION

by R.E. DUNBAR,
DIRECTOR,
DEPARTMENT OF TECHNICAL EDUCATION, N.S.W.

### Introduction

Adult Education, like Poetry, does not lend itself readily to a definition.

The Adult Education Advisory Board of New South Wales however describes it as follows:

"It is not training for earning a living, it is training for living well; it is not training to acquire degrees, diplomas or other examination qualifications, it is undertaken for its own sake and from the benefits that may accrue directly from it it is a leisure time, entirely voluntary pursuit; it aims at enriching the individual's life by giving him creative hobbies, an appreciation of the arts, a wider and deeper knowledge and a critical spirit; it aims at developing in him the spirit that enjoys these activities, and it aims at making him a better informed, more active and more responsible citizen; finally it is educational activity for adults."

Adult Education may be considered to include formal and informal educational activities generally of a non-vocational character undertaken voluntarily by adults in their leisure, leading to a more active and responsible citizenship.

This article deals with the part played in the field of adult education by the Department of Technical Education in New South Wales, where there are a number of major agencies, departmental, statutory and voluntary.

### General Objectives

The charter of the New South Wales Department of Technical Education is a broad one, as may be seen from a perusal of its general objectives. These are:

(i) to provide facilities for vocational, adult and general education, at appropriate levels, which are applicable to the needs of industry, commerce and the community

(ii) to stimulate and aid by investigation and other suitable means -

(a) the advancement and development of knowledge, methods and techniques for application in industry, commerce and the community

(b) the most effective and satisfying role for each individual both at work and in society.

The achievement of these objectives will ensure that, on the one hand the nation's widest interests will be most effectively served, and on the other, each individual citizen will have the opportunity of developing his potential to the fullest extent.

It will be seen therefore that while the primary function of the Department of Technical Education is to provide education with a vocational emphasis, its role should not be conceived narrowly.

## Brief History Education

Technical Education in New South Wales had its modest beginning in 1865 when the Sydney Mechanics School of Arts set up a Committee to provide instruction in Mechanical Drawing. Classes in Mineralogy and Geology were added in 1869. These were followed by a course of Design in 1870 and a Chemistry class in 1871. The Committee provided many courses for interested youths and adults over a period of eighteen years until, in 1883, it was replaced by a Government appointed Board of Technical Education.

The courses provided were generally vocational in character, but it is interesting to note, when adult education is being considered, that classes offered about this time included music, elocution and domestic economy. Popular science lectures were also regularly delivered and attracted large audiences.

After a short life of six years the Board surrendered its functions to the Department of Education, within which a special Branch was set up under a Superintendent of Technical Education. This was the position until April 1949 when an Act of the New South Wales Parliament established a separate Department of State, with its own Director, responsible directly to the Minister.

Today within the New South Wales Department of Technical Education there are 57 technical colleges, 123 associated centres and 4 mobile instructional units, staffed by 5,330 teachers catering for the needs of 134,000 students in 520 courses.

## The Department of Technical Education and Adult Education

The interest of the Department of Technical Education in Adult Education, as has been seen, stems from its early history and has persisted through the years.

The New South Wales Technical Education Advisory Council in 1950 endorsed the principle of encouraging adult education throughout the State, using the resources of the technical colleges. The Council emphasised at that time that the Department had facilities and resources appropriate to many activities of adult education. These included, adequately lighted lecture rooms furnished for adults, fully equipped workshops, visual education aids helpful in certain types of adult education and a staff capable of giving instruction of a high order, in a wide range of activities. In the same year the Director of Technical Education was invited to join the New South Wales Advisory Board of Adult Education, in recognition of the significance of the Department's contribution to Adult Education.

In pursuing the policy of using the facilities of technical colleges to assist in the development of adult education, the Council recommended to the Minister for Education of the day that new technical colleges, as established, should be located as near as practicable to the geographic centre of the development of a district, and that at centres where the technical colleges were suitably placed, consideration should be given to arranging adult education within the limits of the facilities available. These recommendations were subsequently approved by the Minister. In doing so, he added:

> "In regard to the facilities for Adult Education I am most anxious that the Technical Colleges should play a very prominent role wherever practicable in this field, and consider that as the Technical Colleges have been designed for adults if suitably placed should play a prominent part as educational centres in the community."

## Adult Education Courses Available

The courses offered by the Department of Technical Education are such as would satisfy a variety of interests. While people are prevented from joining many of the courses offered by the Department because of their strong vocational character with occupational entrance requirements, nevertheless there is still a wide range of non-vocational or semi-vocational courses in which adults can enrol, either from from a desire to study a subject for self-development, or to enrich and make purposeful their leisure. If, however, the information so gained should, at the same time also help their vocational ambitions, no one could maintain that its value as adult education suffered thereby.

As well as those of an overt non-vocational nature, the Table of Adult Education Courses includes those of general interest whose completion could also result in increased vocational competence. The Table also shows their enrolments in recent years.

Table of Adult Education Courses

| COURSES | ENROLMENT | | |
|---|---|---|---|
| | 1962 | 1964 | 1966 |
| Motor Maintenance | 639 | 577 | 650 |
| Ceramics (Other than E.S.T.C.) | 402 | 434 | 647 |
| Miscellaneous Art | 1577 | 1777 | 2076 |
| Interior Decoration | 19 | 81 | 108 |
| Homecraft Decoration | 10 | 9 | 3 |
| Homecraft Woodwork | 1504 | 1309 | 1286 |
| Special Dressmaking | | 3160 | 2828 |
| Special Lingerie | | 57 | 19 |
| Special Millinery | | 309 | 211 |
| Dressmaking From Paper Patterns | | | 185 |
| Fashion Units | 7282 | 2402 | 2725 |
| Camera Techniques | 114 | 98 | 62 |
| Certificate Entrance | 1712 | 1812 | 1453 |
| Matriculation Level Courses | 3517 | 4012 | 3797 |
| Efficient Reading | 133 | 235 | 460 |
| Elementary English | | 14 | 44 |
| Italian | 62 | 83 | 47 |
| Indonesian | 49 | 67 | 77 |
| Japanese | | 92 | 78 |
| Techniques of Oral Communication | 218 | 332 | 355 |
| Unit Courses in Home Science | 1513 | 1514 | 1674 |
| Homecraft Metalwork | 74 | 44 | 22 |
| Meteorology for Yachtsmen | | 2 | 16 |
| Yachtsmen - Coastal | 78 | 42 | 67 |
| - Ocean | 51 | 23 | 103 |
| Homecraft Art Metal | 85 | 56 | 67 |
| Floral Art | 455 | 510 | 462 |
| Home Gardening | 168 | 140 | 251 |
| Bonsai | | 28 | 61 |
| Australian Wild Flowers | 31 | 36 | |
| Indoor Plants | 4 | 18 | |
| Orchid Culture | 35 | 36 | |

## School of Fashion - Unit Courses

These are short courses of twelve weeks' duration, classes being held both in the day and the evening. Day classes are held for three hours weekly; evening classes two hours weekly for each unit. Each unit covers a particular phase of the work and is complete in itself. Where there is more than one unit in a subject, the latter units are generally more advanced and students are advised to take the earlier units first. Subjects include:-

- Craft
- Embroidery
- French Flower Making
- Glove Making
- Knitting, Tatting and Crochet
- Advanced Millinery and Matching Handbags
- Advanced Millinery and Accessories
- Soft Furnishings.

## School of Home Science - Unit Courses

Each unit in the following series consists of twelve weekly lessons (one term), each of three hours' duration.

**Cookery:** The cookery unit courses consist of demonstrations and practical work and are available for students wanting to acquire skill in selected aspects of cookery which are important in home-making and in entertaining.

**Entertaining:** Demonstration courses for professional practitioners and experienced homemakers have been arranged to give students, who are already competent cooks, new ideas on food service, and to introduce them to the preparation and service of unusual foods, and food for special occasions.

**Homemaking:** Unit courses are provided in some phases of modern homemaking. At present the demand is in the field of family entertaining, and a growing community interest in nutrition, consumer economics and housing and design is apparent.

## The Language Laboratory

Perhaps it would be appropriate here to describe briefly the fine Language Laboratory of the New South Wales Department of Technical Education, since this modern facility for teaching languages is used by many adults.

The laboratory consists of three 20 - booth units, each complete with teacher's console. It is of the library, or listen-respond-record type. It was installed to meet the growing demand for more efficient language instruction, not only in European languages, but also in non-European, particularly Asian languages.

During 1966 the following courses were available:

Indonesian
Japanese
French ) Included in Matriculation Level Courses
Chinese)
Elementary English

Five new elementary courses in French, Italian, German, Spanish and Russian were offered in 1967. Applications for enrolment were particularly heavy and hundreds unfortunately failed to gain admission. The rapid growth of this facility is assured.

## Women's College - Goulburn

An account of Technical Education's contribution to adult education in New South Wales would be incomplete without at least a brief mention of the Goulburn Women's College.

Goulburn "Queen City of the South", 131 miles from Sydney is among the six largest independent centres of population in the State, outside the Sydney-Newcastle-Wollongong complex.

The Women's College in that city occupies a fine old colonial house set in beautiful grounds. It enjoys considerable prestige in the district and is an example of the way an adult education centre can flourish within the community.

This gracious building with its friendly atmosphere, is adequately furnished and equipped to meet the current local adult educational needs of women, and an increasing number of both town and country women are receiving help with their cultural activities. It is recognised in the city and district that the Women's College is not only a place to learn home-making skills, dressmaking, basketry, cooking and interior decoration, but that it is also a centre where women may extend their intellectual horizon by discussions and studies in other fields.

## The Diverse Role of Technical Education

The expanding role of the New South Wales Department of Technical Education is today more diverse than at any other period in its history. It has provided instruction over the years for those engaged in the trade, technician and professional fields in industry and commerce. It is currently engaged with the task entrusted to it by the Government of establishing and fostering tertiary institutes. The Department is providing tertiary vocational education through diploma courses in science and technology in The New South Wales Institute of Technology, and through diploma courses in the fields related to commerce, management and public administration, in The New South Wales Institute of Business Studies. Diploma courses in other disciplines also are offered within the Department. These include courses at the National Art School, East Sydney Technical College, and courses for teachers in special fields. There are, as well, indications that the Department of Technical Education will provide a greater range of courses at an increasing number of centres with the development of advanced education arising out of the Martin Report.

In one of his B.B.C. Reith Lectures in 1964 "Education for an Age of Automation", Sir Leon Bagrit appealed for a "better balanced people" capable of living "the fullest possible lives" through diversity in education. In Bagrit's view, it is "impossible to consider anybody as adequately educated if he or she does not understand at least some science." Neither would he regard a technician or scientist as educated "who has failed to develop a substantial interest in the humanities and the arts, or who shows no evidence of being aware of the significance of society and his part in it." A worthwhile contribution of the Department of Technical Education could be the provision of courses to give a reasonable understanding of science and technology to those, who, having in the main pursued non-scientific or non-technical studies now wish to "fill in the gaps" in their education. This is a less familiar theme, but no less worthwhile than that of assisting interested adults to achieve breadth of education through courses in the "humanities", the arts and social sciences. The Department of Technical Education can assist both in providing general studies for scientists and technologists and in providing assistance towards an understanding of science for those whose education and occupation have been non-scientific and non-technical.

## Conclusion

It may appear paradoxical that, despite improved educational standards, the need for adult education in Australian communities today, is increasing, Such is the case however; also the character of this form of education is changing.

The climate in New South Wales in 1967 is very different from that of 1912 when Albert Mansbridge, the founder of the Workers' Educational Association in England, wrote to David Stewart in Sydney and asked would he be willing to start a W.E.A. Branch in that city. Mansbridge stated in his letter that someone named "Jimmie Pannikin" had written at considerable length and enthusiastically about adult education, in a particular Sydney paper! The "Jimmie Pannikins" have increased manyfold since that time; also what they need and demand from adult education is different.

The diverse resources and activities of the Department of Technical Education place it in a position to make a continued and changing contribution to adult education.

# 24. THE ADULT EDUCATION SERVICE

## THE EDUCATION DEPARTMENT OF SOUTH AUSTRALIA

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### Introduction

The Education Department of South Australia has provided classes for adults for very many years, but it was not until 1956 that in effect it received its charter for organised expansion and development.

Before 1956 adult evening classes were conducted in boys and girls Technical High Schools, Trade Schools and the S.A. School of Art in the metropolitan area under the supervision of the Head of each school. The range of subjects was limited and was confined in the main to traditional craft and technical subjects. In the country areas adult education was provided through 17 Country Technical Schools, each supervised by a part-time Registrar. Because of their other commitments Registrars could give little time to developing activities in towns outside their own immediate centre and for the same reason the range of subjects they could provide was restricted.

In 1956 the Education Department held its first adult education conference and at that conference, there were statements made by the then Minister of Education, Sir Baden Pattinson, and the Director-General of Education, Mr. E. Mander-Jones, which can be said to contain the Education Department's philosophy concerning adult education.
The Minister said:

"We are very anxious, of course, to pay increasing attention to such further activities as music and musical appreciation, documentary films, the study of dramatic art, and discussions on current affairs and literature in addition to the continuation of all the subjects now taught in Adult Education Centres. In fact, there will be no restriction at all on the kinds of subjects which may be taken by the public".

"My aim is to provide an Adult Education service to meet the needs of the people in every part of the State. Wherever a group is anxious to follow an approved course of study, arrangements will be made so far as is humanly possible for lecturers and leaders to be provided".

"I am completely confident that, in whatever field the subjects may be, the people of this State will come, through pursuit of their studies, to greater understanding, to wider interests and to better citizenship."

The Director-General said:

"I consider that there are four aims of any Adult Educational Service in any community that calls itself an advanced one:

(i) Adult Education aims at the provision of opportunity for development of vocational and technical skills and knowledge.

(ii) It ought to include all those things which lead to an appreciation on the part of the people of the beauty in the world around us, whether that is in nature, in art, or in human development.

(iii) We ought to aim at giving every person in our community an opportunity of becoming aware of and understanding the world in which he lives.

(iv) Embracing all these and related to each of these three aims is the spread of information in respect of actual facts and, combined with that, the critical evaluation of those facts, the capacity to assess their true value, whatever that value may be".

As events have proved the 1956 conference gave fresh impetus to adult education in South Australia and set the pattern for the subsequent spectacular development of the Department's Adult Education Service. At the time the total enrolment in the Education Department's adult classes was approximately 7,000: comparatively few subjects were provided and there were only 20 teachers employed full-time in adult education. By the end of 1966, subject enrolments, had risen to 47,621 and there were 126 teachers employed full time in adult education activities. See the Appendix for dissection of subject enrolments and other information relevant to growth.

## Administration

Adult Education in South Australia is an integral part of the State system of education, and all the resources of the Education Department are available for the use of adult classes and groups.

The Superintendent of Technical Schools is directly responsible for the adult education programme, and an Assistant Superintendent of Technical Schools (Adult Education) is the senior administrative officer concerned with administration and development. An Inspector of Adult Education is responsible for visiting centres of adult education and advising on organisation, administration and teaching techniques within centres. He has a minor function of assessing teachers for promotion, but his main duties are consultative and advisory.

The centres of adult education in the metropolitan area are situated in 26 Technical High Schools, 9 Technical Colleges, the South Australian School of Art and the Adelaide Woodwork School. In country areas, including the Northern Territory, adult education is provided through 15 centres (3 in Technical Colleges, 11 Adult Education Centres and 1 in a Technical High School), each of which acts as a focal point for all towns in its surrounding area. There is also a Technical Correspondence School which provides correspondence tuition in a range of 214 academic, technical and trade, commercial and leisure interest courses.

## Organisation

Metropolitan Area: In centres within metropolitan Technical High Schools with large adult enrolments there is provision for the appointment of full-time senior staff to organise and supervise adult education classes. By regulations introduced in 1964 a Senior Master or Mistress (Adult Education) may be appointed for half-time duty in adult education where the adult enrolment is over 200, a full-time Senior appointed where the enrolment is over 300 and a Deputy Head (Adult Education) where the enrolment is over 600. In Technical High Schools where the adult enrolment is less than 200 and in Technical Colleges and the School of Art the Headmaster has the additional responsibility of supervising adult classes. At present there are 11 Senior Masters or Mistresses and 5 Deputy Heads appointed for full-time adult education duties. In three metropolitan centres a Girls' Technical High School is adjacent to a Boys' Technical High School and in each case one Senior only has been appointed to supervise adult education for both schools.

Country Areas: In the country, the State has been divided into districts. There are now 15 country "centres" where adult education is established, 3 as Technical Colleges, 11 as Adult Education Centres and one conducted through the Technical High School at Whyalla; these centres act as the nucleus of the adult work in their various districts. Since 1956 full-time Principals have gradually replaced part-time Registrars and in the four largest centres Vice Principals have been appointed to assist the Principals. Now there are only two Centres, Woomera and Alice Springs, which are administered by Registrars who are the Headmasters of local schools. One direct result of the policy of appointing full-time Principals in country Adult Education Centres has been an immediate increase in enrolments and range of subjects at each centre, when such an appointment has been made. In every case enrolments have almost doubled in the first year of the appointment.

The activity of a country adult education centre is not confined merely to the town in which it is located. It provides a service in the form of branch classes for all towns, large and small, throughout its area. In some areas branch classes are established in towns as far away as 70 miles from the home centre. The Eyre Peninsula Adult Education Centre has its farthest classes 252 miles away at Ceduna, which is well on the way to the Western Australian border.

## Staff

In several country Adult Education Centres, in the three country Technical Colleges and in the Technical Correspondence School, full-time as well as part-time teachers are employed. The full-time teachers are the specialists in art, crafts, trades and accountancy.

Most of the teachers of adult classes are part-time teachers, many of them recruited from the Education Department's own schools. However, the demands of adult education are so varied that many different specialists are required and each year more part-time teachers with specialist qualifications, particularly for vocational courses must be employed. Such instructors include those qualified in law, agriculture, engineering, medicine, architecture, accountancy, metallurgy, electronics etc.

The adult educator in charge of a centre is largely responsible for finding his own teachers and in their selection he cannot afford to be haphazard. His classes are voluntary, his students bring to the classroom a wealth of experience and amaturity not found in the normal secondary classroom and therefore will be critical of anything less than sound teaching and good leadership. This implies that the teacher of adult classes must not only know his subject but have the ability to stimulate the interest of students and use whatever teaching methods are likely to hold their interest. An understanding and sympathy for adults and their educational problems, flexibility of mind, enthusiasm, thoroughness, warmth and willingness to learn, are needed in the make-up of the adult teacher. An adult class is, above all, a group in which analysis and criticism are undertaken in a spirit of fellowship and mutual respect.

It follows from the wide and diverse range of courses now offered that there will be significant difference in the levels of teaching required. All part-time teachers are paid at an hourly rate and to meet this difference they are paid according to the following scale:

| | Per Hour | |
|---|---|---|
| Assistant Instructors | $2.05 | Appointed to large classes |
| Instructors Class II | $3.10 | Below Matriculation level |
| Instructors Class IIA | $4.10 | Matriculation |
| Instructors Class I | $6.15 | Tertiary level |

## Accommodation

Throughout the metropolitan area most adult education classes are held in Boys and Girls Technical High Schools and Technical Colleges where, in effect there are two "shifts" of students daily. In country areas, however, although full use is made of all the facilities of the Education Department's local secondary and primary schools further provision for accommodation must be made. All centres have their own administrative headquarters and eight of them have addtional accommodation in which day and night classes are conducted. Of the latter several are almost completely self sufficient: of; these two deserve special mention.

The first is at Gawler which is only 25 miles from Adelaide. This town was a pioneer in the development of adult education in South Australia and today has an enrolment of 3,000 at its adult education centre. Its first adult classes were held in 1888 but it was not until 1916 that it came under the control of the Education Department as the Gawler Technical School. Although adult education has had strong support in Gawler for very many years it has always had to rely on makeshift headquarters and it was not until 1966 that it had its own accommodation specially planned and built as an Adult Education Centre. This is probably the most outstanding building for this purpose in Australia today.

Accommodation includes offices for the Principal, Vice-Principal, and clerical staff, a staff room, council room, library, 3 classrooms, commercial room, millinery and dressmaking rooms, an art room, a general art and craft room, a kitchen, a room for general women's craft, woodwork and metal work shops, a wide corridor gallery used for art exhibitions and lastly an auditorium to seat approximately 220 people. Gawler Adult Education Centre has a well established reputation for musical and drama activities, and the auditorium is certain to be in constant use for all manner of cultural activities.

Port Augusta Technical College is the other centre which requires special mention. At present it has some of its own accommodation and shares other accommodation in the local High School. The educational needs of this northern town are growing rapidly, especially in technical fields and to meet them a two stage project to build a new Technical College has been planned. Tenders have now been called. Like those at Gawler the new buildings are specially designed for adult use and will include an auditorium.

## Programmes

Accompanying the tremendous increase in enrolments which has occurred since 1956, there has been a very large increase in the range of subjects offered for adult students. The total number of subjects provided in all centres for adult education is now over 350. In keeping with the policy stated by the former Minister of Education, the Education Department, in introducing new subjects, has had as its aim the self-development of the individual as a person and also as a member of a democratic society.

It is not easy to divide the overall programme into categories of subjects because there can be so much overlap. The placing of a certain subject, within a certain category may have no relation to a person's real reason for enrolling in that subject. For example, A may enrol in Matriculation English for vocational reasons but in studying the same subject, B is motivated by intellectual curiosity: C learns typing because she is the secretary of a community group, but for D it is the means to finding employment. For these reasons the following division is somewhat arbitrary:

Academic: These cover the full range of Public Examination Board subjects up to Matriculation standard, and include Teacher's Classification and Teacher's Diploma subjects. (The Technical Correspondence School provides courses of University degree standard).

Trade and other Technical: They include an increasingly complex range of subjects from Silkscreen Reproduction to T.V. Fundamentals and Studio Techniques and provide for students an opportunity to keep abreast of technological advances.

Commercial: From Shorthand and Typing to Accountancy these subjects cater for the diverse needs of students involved in the commercial and industrial world.

Other Vocational: The activities of industry and commerce are now so complex and specialised that they can no longer provide many forms of personnel training and increasingly they are turning to adult education to introduce special courses to meet special needs.

Art and Craft: Groups engaged in pottery, woodwork, painting, dressmaking, sculpture, painting etc., acquire in these "leisure interest" courses new skills and a most satisfying means of self expression.

Drama, Music, Discussion Groups etc: These activities offer adults the opportunity to participate within a group. Apart from the personal satisfaction they provide for the individual they increase his awareness of the value of group activities within the community, particularly their cultural influence.

For obvious reasons the programmes of metropolitan Technical Colleges vary considerably because each at present is catering for specialised needs, industrial amongst them. In country Technical Colleges, and Adult Education Centres, however, there is a marked similarity with some divergence, where special needs exist, because of the nature of local industrial activities. In metropolitan Technical High Schools also, programmes generally are very similar although for the convenience of students it is the policy to establish certain groups of subjects in a limited number of schools. Often "pilot" courses in new subjects are conducted in only one school initially in order to make a thorough test of the syllabuses.

Prior to 1956 when the programmes of all centres were very limited, enrolments were heavily weighted in favour of craft subjects: almost 50% of all enrolments were in such courses. Although craft courses are still very popular among people who find them a worthwhile leisure interest, which provides an opportunity to learn new skills, it is now in vocational fields that enrolments are heaviest. This change in enrolment pattern is revealed in the following table:

| Subject Group | % of Total Enrolments |
|---|---|
| Academic | 23% |
| Trade & Other Technical | 20% |
| Commercial | 8% |
| Other Vocational | 20% |
| Art & Craft | 17% |
| Drama, Music, Discussion Groups, etc. | 12% |

## The Metropolitan Area

As the main agencies for adult education in the metropolitan area, the Technical High Schools and Technical Colleges between them provide a very wide range of subjects. At present adult classes in Technical Colleges concentrate on technical courses up to the lower technician level. There are plans, however, to broaden the scope of their activities and reference will be made to their future development at a later stage in this paper.

Deputy Heads and Seniors responsible for organising adult classes in metropolitan centres, must of necessity do a great deal of their work at night. During the day they investigate and organise new courses, answer student enquiries, make enrolments, maintain their records and carry out public relations work within their areas. During the evening they are involved in counselling and enrolling new students and supervising the work going on in classrooms, to see that standards of teaching are maintained. In the metropolitan area where there is a number of schools with adult enrolments of over 800 students (up to 1,400 in three schools), counselling presents a major problem because most students can only seek advice at night. Part-time teachers can assist to a limited extent but it is the person in charge who must finally carry most of the burden.

The teacher in charge of adult education in the metropolitan area like the country Principal is responsible for publicity and public relations work within the area served by his school. It is an important and continuing part of his work. He has to recognise that in any community, even one which is served by a well established adult education centre, there may be a general low level of interest and certainly many competing priorities.

To keep the community informed of the adult education programme and facilities avaiable through the local centre, the teacher in charge makes a point of contacting all organisations, business houses and industries in the area. He does this not only through publicity material but also by means of personal visits. Frequently such contacts lead to requests for the teacher to address groups of interested people from which may come requests for new courses and very often new enrolments. The object of all forms of publicity is to make the community aware that there is a local centre of adult education whose aim is to meet the educational needs of adult in the area.

## Country Adult Education Centres

Each country Adult Education Centre has its own Council which acts as an advisory body for the Principal. A Council consists of 12 members, 3 of them nominated by the local Member of Parliament after consultation with the Principal, 3 nominated by the retiring council, 2 by the local municipal body, 2 by the local employers' associations and 2 by the local employees' unions. The Principal acts as Secretary to the Council, keeps all records and sends copies of the minutes of meetings to the Superintendent of Technical Schools.

The work of the full-time Principal and his staff in the country Adult Education Centre is more complex than that of the metropolitan

Senior, in that he is responsible for the adult education programme of a very large area surrounding his centre. He has a responsibility for the classes held at his own centre, and for those held in towns which may be up to 70 miles or more away. He is concerned with class accommodation which occasionally is in rented premises, and he is concerned with equipment and the problem of finding teachers for local and distant classes. He travels long distances to visit his classes; he gives talks to many different groups and he is always alert to meet new educational needs within the community.

To a far greater extent than his city counterpart the adult educator in the country is concerned with developing cultural activities in Drama, Music, Ballet, the Plastic Arts and Discussion and Study Groups. Whereas in the metropolitan area, there are many organisations which cater for such activities, in the country it is often the Adult Education Centre which must sponsor and develop them. The work a Principal does in this field can be most exhausting and certainly most time consuming. And having sponsored a group a Principal must be prepared to encourage movement away from the control of his Centre when it has reached the stage that it can direct and manage its own activities.

Performances by cultural groups may remain purely local or they may also be given in other areas. In 1964 the most ambitious project ever attempted by adult education choral groups was an outstanding success. This was a choral festival presented at Gawler and Tanunda at which five choirs performed. Four of the choirs were from country adult education centres and the fifth;, the Tanunda Liedertafel which was formed over 100 years ago, performed as guest choir.

An immediate result of the 1964 choral festival was the formation of an association of country choirs. In 1966 the association organised a second festival held at Berri in the Upper Murray area and it is planned to hold further festivals every two years. The success of the country choral festivals has had another important result. Several Principals of country Adult Education Centres are examining the possibility of bringing together drama groups and holding drama festivals in towns which have suitable stage accommodation.

A problem which faces adult education centres is the lack of suitable instructors to conduct regular classes in some activities for which there is local demand. To meet the situation, weekend schools, public lectures and symposia are organised with guest lecturers and leaders, who are experts in their fields, coming from Adelaide.

Activities such as these are frequently mounted as joint efforts of the local adult education centre with the other agencies. For music, drama, ballet and other performances there is also co-operation with the Elizabethan Trust, Youth Theatre, University Department of Adult Education and the Arts Council of Australia (S.A. Division).

In all his work the aim of the country Principal is to meet as far as possible local needs in whatever part of the adult education field they may be: and in doing so he has to be ready quite frequently to improvise departures from normal classroom practice. A typical example is the annual Course for Winemakers organised by the Gawler Adult Education Centre and held at Nuriootpa in the Barossa Valley. The aim of the course is to bring winemakers up to date with the latest developments in their business. It is a short course of only seven two hour lectures, each lecture given by specialists in some aspect of winemaking. In spite of the fact that there are only seven lectures which are held at fortnightly intervals, the course is held in such high regard that it attracts professional winemakers from all parts of the State and averages an enrolment of over 60.

## Future Developments

During the past ten years there has been a tremendous expansion in the Adult Education Services provided by the Education Department and it is certain that this expansion will continue, although possibly not at the same spectacular rate. A soundly based system of administration and organisation for Adult Education has been established and within this established structure further development will take place.

In South Australia adult education includes the technical education that takes place in Technical Colleges. Within these "centres" the range and scope of courses will expand rapidly. They will play a much larger educational role than in the past because it is planned that they should provide, not only courses leading to qualifications at the lower technician level, but also those kinds of courses which will assist in the individual's personal development and stimulate him to an understanding of and participation in community life.

It is envisaged that additional accommodation will be required in both the metropolitan area and the country to meet present and future adult needs. In Technical Colleges recently built, and in those planned for the future, provision has been made for a diversity of functions including day release classes for adults. Shortly one of our secondary schools will transfer to a new school and when this occurs the old school, which is centrally situated will become an adult education centre providing day and evening classes for women. The purpose of this centre will be to provide a range of leisure interest classes for women and also "rehabilitation" courses in typing, shorthand etc. for married women who wish to return to work as their children grow up. There are many women who, for family and other reasons, cannot attend classes in the evening and for them the new centre will provide an opportunity to attend adult classes which previously was denied to them.

No system of education, however well it is organised, can function efficiently, without competent staff in key positions. Adult education offers a career for teachers in the South Australian Education Department and it has attracted to its ranks many experienced and enthusiastic teachers who are now in charge of centres. To these, however, there is a need to add others with specialist qualifications, who among other responsibilities will be concerned with the integration of courses and the maintenance of standards in a number of fields.

During the past four or five years, the Education Department has been largely pre-occupied with appointing full-time teachers to key positions within its Adult Education Service and with a programme of in-service training for them. This year, the University Department of Adult Education is providing a course of lectures for the metropolitan area and also a similar course as an elective subject for a small group of Teachers College students. It is hoped that eventually this lecture course will be the forerunner of a more comprehensive course which will have recognised status in the field of adult education.

In developing an adult education structure based on full-time personnel it is of primary importance that attention should first be given to their training. What has been accomplished so far in this direction has been valuable although it is recognised that the process must be a continuing one. A stage has now been reached when more attention will be given to the training of the part-time teacher who stands in front of the adult class. At present this task falls on those in charge of adult education centres, but for the future it is planned that the aspiring adult education teacher should have the benefit of some preliminary lectures on the teaching of adults.

## Conclusion

Technological advances make modern society increasingly complex and although they contribute to our physical well being they are accompanied by great pressures on the individual. He is faced with the problem of adapting himself to his changing society, adjusting to a higher standard of living and yet maintaining a standard of values. To help him meet the situation in which he finds himself there is a challenge for all the agencies of adult education, both formal and informal. The Adult Education Service of the Education Department recognises that its role is an important one because it reaches out to all parts of the State. It also recognises that if adult education is to provide an effective service for the society within which it operates there must be co-operation, at least between all formal agencies for adult education, and a pooling of resources and ideas. To this end an important step was recently taken, when at the suggestion of the Minister of Education, the Education Department, the University of Adelaide, Department of Adult Education and the W.E.A. formed a consultative committee on which these three bodies initially are represented, with the Superintendent of Technical Schools as chairman.

## APPENDIX

### Subject Enrolments for 1966

| | |
|---|---|
| Metropolitan Technical High Schools | 13,818 |
| Country Adult Education Centres and Technical Colleges | 19,936 |
| Metropolitan Technical Colleges | 3,577 |
| Technical Correspondence School | 5,631 |
| Migrant Education | 4,659 |
| | 47,621 |

### Dissection of Subject Enrolments for 1966

| | |
|---|---|
| University | 177 |
| Teachers Classification | 805 |
| Diploma/Certificate | 1,060 |
| Public Examination Board | 8,176 |
| Adult Trade | 3,869 |
| Commercial | 3,497 |
| Other Vocational | 2,334 |
| Art, Music, Ballet, Drama etc. | 4,897 |
| Crafts | 11,139 |
| Other General Adults (incl. juniors) | 7,008 |
| Migrant | 4,689 |
| | 47,621 |

### Other Relevant Information

| | |
|---|---|
| Full-time Staff | 126 |
| Part-time Staff | 1,191 |
| Towns where classes are held | 177 |

## 25. THE DEPARTMENT OF EDUCATION - VICTORIA

by F.H. BROOKS,
DIRECTOR-GENERAL OF EDUCATION,
VICTORIA.

The direct work of Adult Education in Victoria is carried on by the Council of Adult Education, but in the Education Department we conduct extensive part-time classes in our Technical Schools (see Appendix A), in our High Schools (see Appendix B), while our Primary Division provides assitance in Migrant Education (see Appendix C). In addition, we conduct a programme of part-time in-service training for teachers.

With the assistance of our Department, a centre for the promotion of adult education operates at Wangaratta under Mr.Colin Cave pp. 168-176

Appendix A - Part-time Enrolments at Victorian Technical Schools - 1966

| | Male | Female | Total |
|---|---|---|---|
| Preparatory and Qualifying Courses (For Diploma, Apprenticeship, etc.) | 2629 | 155 | 2784 |
| Diploma and Certificate Courses | 13874 | 1092 | 14966 |
| Technician Courses | 1635 | 1 | 1636 |
| Art " | 633 | 733 | 1366 |
| Trade " | 28472 | 1469 | 29941 |
| Commercial " | 929 | 1049 | 1978 |
| Domestic " | 1 | 669 | 670 |
| Other " | 3809 | 893 | 4702 |
| Single Subjects | 5768 | 9574 | 15342 |
| | 57750 | 15635 | 73385 |

# Appendix B

## Evening Classes and Saturday School of Languages

## Secondary Schools

There are five major centres in the metropolitan area of Melbourne which provide full courses in Leaving and Matriculation subjects. The centres are located at University High School, Box Hill High School, Kew High School, Macleod High School and Prahran High School. In addition, the Saturday School of Languages operates at University High School and Princes Hill High School.

Throughout the country areas of the State and in other metropolitan High Schools, permission is granted to establish evening classes where there is an appropriate demand.

Members of staff are recruited from those employed by the Education Department in the main; however, some are recruited from registered schools and from other educational institutions e.g. Teachers' Colleges.

Statistics:

a.. Evening Classes - 5 major centres

| School | Total Enrolment |
|---|---|
| University High School | 2800 - Leaving and Matriculation |
| Box Hill High School | 1800 - " " " |
| Kew High School | 690 |
| Macleod High School | 625 - " " " |
| Prahran High School | 510 |
| Total = | 6425 |

b.. Evening Classes - Other High Schools

| No. of Schools | No. of Students |
|---|---|
| 72 | 2907 |

Total number of students enrolled in evening classes of varying kinds is approximately 9332.

Statistics (Cont.)

Saturday School of Languages:

| Subjects offered:- | | No. of Students |
|---|---|---|
| | Chinese | 15 |
| | Dutch | 36 |
| | Indonesian | 38 |
| | Japanese | 32 |
| | Russian | 180 |
| | Spanish | 16 |
| | Italian | 621 |
| | Total = | 938 |

## Appendix C

### Migrant Education - 1966

| | |
|---|---|
| Number of classes | 310 |
| Total enrolment (December) | 4057 |

Classes in English for adult migrants (154) are the only ones provided - about 80% are in metropolitan area. Some country ones are - Geelong 24 classes, Yallourn 15, and Bonegilla 4.

# 26. THE WANGARATTA ADULT EDUCATION CENTRE
# VICTORIA

by C.F. CAVE,
EXECUTIVE OFFICER,
ADULT EDUCATION CENTRE,
WANGARATTA, VICTORIA.

Wangaratta is a provincial centre of north-eastern Victoria. Operating there is an Education Department Adult Education Centre.

## Background

The Wangaratta Centre was officially opened in 1962 after much trepidation at both the Departmental and local levels.

The encouraging conditions included (a) the availability of a vacated High School building (b) the availability and interest of a local Departmental teacher with experience in adult education; (c) the active interest of the High School Advisory Council (d) the interest of the local community.

The tentative nature of the initial moves was due, inter alia,

(i) to doubts as to whether adult education was a proper Departmental activity, and whether entering the field would not mean treading on the corn of the Council of Adult Education. However, the Council itself supported the scheme in the belief that the mantle of adult education, particularly in provincial areas, must eventually fall upon the shoulders of Education Departments.

(ii) to considerations of the advisability of placing Departmental resources in the hands of a local body (the Advisory Council). Even the machinery for doing this was not clear. It is to the credit of the Department that it has continued to make adequate physical provision for the scheme whilst allowing local autonomy in policy-making and finance:

(iii) to a lack of clear understanding by most of those concerned with the initial setting-up of just what role The Centre was to play in the local community.

This is a summary of a longer paper appearing in the July 1967 issue of the Australian Journal of Adult Education, where important aspects of The Centre's role in adult education are discussed.

The problem was solved with the establishment of a local administrative sub-Committee of the Advisory Council, upon which the success of the scheme hangs.

The Centre exists under clauses in the Education Act permitting; the Minister to initiate continuation classes in secondary schools, and Advisory Councils to allow certain types of educational and other activity in school buildings under their surveillance.

What The Centre has continued to do is to build up a body of precedents, both in administration and programming, which has grown out of its freedom of local decision and action, and which will stand adult education in Victoria in good stead in the future.

## Programming

The Centre, like all other institutions, works in its own adult educational millieu which exerts some influence on the shape and scope of its program.

Other major forces of local adult education are :

(a) the Wangaratta Technical School which offers a program of Professional, Trade, Art and Hobbies classes.

(b) the local Arts Council, whose main interests lie in the organisation of occasional recitals, including an Arts Festival, the well-being of its affiliated bodies, and the promotion of cultural endeavour within the community.

(c) Council of Adult Education discussion groups under the Box Scheme, and various itinerant lectures, exhibitions, etc. These latter are generally organised at, in conjunction with, The Centre.

Occasional specialist classes, demonstrations, schools and conferences are held by other private and government agencies. Many of these are conducted at The Centre but are outside its official program. Over 50 different organisations used The Centre in 1966.

Beyond these limits, The Centre Committee feels itself able to move with complete freedom. A comparison between the first program it offered (Term 1, 1962) and the current program, a period of only five years, will give some idea of the expansion which has taken place:

Term 1, 1962. Art Appreciation, The Owner/Driver, Popular Science, Floral Art, Effective Speaking (all courses of 10 weekly sessions with local tutors); 3 public lectures, 2 film screenings. Sufficient evidence of the tentative nature of The Centre's beginnings!

Term 1, 1967. Courses: a number of public examination subjects (40 weekly sessions each); Aspects of Victorian Education* (6), Music forthe Listener* (8), Aspects of the Australian Economy* (4) Preparation for Marriage* (6), The Owner-Drive (8), Rapid Calculation (8), Effective Speaking (10), Efficient Reading* (12), Business Bookkeeping (13), Basic Typing (8), Floral Art (12), Cake Decoration (12), Yoga* (20), Judo* (10), Posture and Poise (36); Schools and Workshops: "Ned Kelly"* (3 days), "Crime & Punishment"* (1½), Art Workshop* (2½), Drama Workshop* (2½), Chamber Music Workshop* (2), Farm School* (1), Folk School* (2); Recitals, Demonstrations, etc: Chamber Music Recital*, Hand Spinning and Weaving*, Rapid Reading*, "Creative Thinking"; 3 Art exhibitions.

To these may be added activities, now planned since this paper was originally prepared, for the rest of the year:

Courses: July-December: Owner-Driver (8) (Repeat); "Science and Society" (8)*, Committee Members' Training (5), Creative Writing (10), "Man and God - Modern Theology" (6)*, Basic Typing (8) (Repeat), Geology (10), Floral Art (Adv) (10), "Going to the Theatre" (9)*; Schools and Workshops: Farm School (I)*, Drama Workshop (2½)*, Counselling Workshop (I)*, Book and Music Seminar (I) (with C.A.E.)*, Town Planning Seminar (1½)*, Art Workshop (2½)*, Senior Students Seminar (I)*; various film screenings, lectures etc.

The relatively small size of the community (about 16,000) and the availability of tutors are limiting factors of the program. The Centre has no permanent tutorial staff.

## Staffing the Program

Wangaratta stands 150 miles from the main reservoir of imported tutors - Melbourne. Apart from private enthusiasts The Centre can call locally on only the High and Technical Schools for trained teachers. The scope of the program is much wider than these teachers can be expected to meet. The Committee, then, engages a large number of tutors from Melbourne (or Sydney, Canberra, or Albury).

All activities above marked * are staffed with imported tutors from Melbourne (save two from Shepparton, 70 miles). The program will involve 120 visits to Wangaratta being made by over 90 individuals. These visits range in length from one day to three weeks; and in number from one to ten visits per person.

The personnel involved are drawn from a variety of sources - the Department of Health, the Department of Agriculture, the Technical Teachers' College, the Marriage Guidance Bureau, the Solicitor-General's Department, etc., and a number of private sources. Amongst them will be 27 University lecturers - tutors, senior lecturers and professors.

Since its early days, The Centre has offered courses varying from four to ten weekly sessions each term, tutored by University lecturers. These have consisted of 2 to 2½ hour lecture-discussion or tutorial sessions with classes ranging from 20 to 50 students. The courses are usually conceived as series of topics for which separate experts are sought. Over the past five years The Centre has offered short-term courses of this kind in Science, Morality, Religion, Racial Problems, Current Affairs, the general world of Ideas. Some have been conceived as a series of co-ordinated, semi- continuing courses (e.g. Asian Affairs - area studies of India, China and other Asian countries, studies of Communism, of Australia's involvement in Asia.) Regular students to those courses (and there is a hard core) have been able to carry out some kind of continuing study from term to term.

There is no reason to believe that any extended scheme of Centres would dry up this source of academic material. Lecturers indicate that, having prepared material, they would look forward to re-presenting it in other reasonably accessible centres should the local administrative machinery be there.

The important thing is that these courses have been initiated, planned and presented by The Centre itself. They are planned at the local level, after consultation with the proposed lecturers. The engagement of speakers is carried out directly with the lecturers themselves by the Executive Officer personally or through the voluntary assistance of contacts within the Universities.

## Servicing the Community

The Centre can be seen, inter alia, as a service agency providing the administrative structure, the venue and the local stimulus for metropolitan agencies, who may not otherwise do so, to exercise themselves in the local community. Through the work of The Centre, the North-eastern farming community has had the benefit of a program of locally-devised farm schools through the Department of Agriculture; The Centre has initiated and programmed Youth Leadership courses calling on the National Fitness Council; has initiated, programmed and conducted regional teacher training seminars through the Education

Department; has brought to the district the resources of a wide range of Government and other agencies for courses and schools; has arranged through Embassies, the National Gallery, the Advisory Committee for U.N.E.S.C.O., and so on, a variety of art exhibitions (as many as 12 in a year); and has brought the resources of the Universities to bear in the area.

This would appear to support a proposition that adult education of the more formal kind should be more properly set up through locally autonomous bodies in country centres rather than emanate from centralised metropolitan Departments; that policy-making and programming is more effectively and creatively done at the local level.

## Administering the Scheme

The creative principle behind The Centre lies in its administration. It may be summarised thus:

The initiating body is the Education Department, who provides within certain limits the wherewithal for the scheme to operate, but who delegates its authority to the High School Advisory Council which has created an administrative sub-Committee.

This Centre Committee is, at present, thirteen strong. Its Chairman must be an Advisory Councillor, as must one other member. The local District Inspector of Schools is ex officio a member. Two members may be nominated to serve in a private capacity by virtue of their interest in the scheme. The other members are nominated representatives of community organisations.

The Education Department provides a part-time professional officer as Executive Officer and ex officio Secretary of the Committee.

This Committee has a number of functions:

(a) it is responsible, without prior reference to the Department, for setting up the program. It devises the program, engages the tutors, determines tutors' and students' fees, and is responsible for standards.

(b) it is responsible for the conduct of all activities in the building, determines who may use facilities, the charges attached thereto and the kinds of activity which may be conducted there;

(c) it is responsible on behalf of the Advisory Council for the finances of the scheme and determines how money will be spent;

(d) it looks to the physical condition of the building.

(e) it also holds itself responsible for the well-being of students and visiting tutors. Members are rostered to open the building each night, to greet students, to see that their wants are met, and that rooms are adequately set up (normal cleaning and setting up is carried out by a Departmentally-employed cleaner). Members greet and entertain visiting lecturers, and assist in many other physical and material ways;

(f) it is required to submit to the Department a complete report of its activities at the end of each year, together with a financial statement; and to report at each of the Advisory Council's bi-monthly meetings;

(g) its most important function is to be the voice of the community it represents. Members are able to bring to the table information about needs and conditions from a wide cross-section of the community to whom it feeds back information about Centre activities.

The Executive Officer, upon whom the Committee relies for professional know-how and guidance, is protected by the Committee which readily assumes responsibility for all aspects of the scheme and, in turn, is able to carry out valuable educational work with the members themselves. This freedom of movement in both its policies and its finances, coupled with the bi-lateral communication between local representative bodies and the Committee itself, is the very basis of the creative principle upon which The Centre works.

## Financing the Scheme

The Centre's working income is derived from student fees, hire of facilities, door charges, and sundry minor sources, together with, for the first time, a grant (for 1967) of $300 from the Wangaratta City Council. It is subsidized (through paid lecturers) by the Melbourne University Extension Committee, the Council of Education, and various other agencies, together with some Departmental subsidies on equipment. The Department provides no outright grant.

From this income, The Centre Committee must find all tutors' fees and expenses promotion costs, secretarial assistance, special stationery and equipment, renovations and maintenance, and other overhead.

Student fees are, in most cases, higher than those of metropolitan classes, ranging from 60c to $2 a session.

## Conclusions

The Centre, it is acknowledged, has a number of shortcomings. Its Executive Officer is part-time and is unable to devote his full attention to the scheme. It has no library and lacks other important facilities. Its building is inadequate.

But, within its limited scope, The Centre is able to offer what is believed to be a unique program and a unique administration, which has captured attention not only in Victoria, but elsewhere in Australia and overseas.

Certainly, its Easter Ned Kelly Symposium of this year, is a clear indication of just what is able to be accomplished. On this occasion, over 180 students from Victoria, N.S.W., S.A., and A.C.T. (over 130 of them residing in hotels, the caravan park, a local church hostel, even sleeping under trees) spent three full days of Easter studying the truth about Ned Kelly.

Amongst them were some 40 young students from three Universities, from Teachers' Colleges, and High Schools, students who are rarely for financial reasons able to attend such schools. Tutors were drawn from Monash, Melbourne and Australian National Universities and private sources.

The program included lectures, discussions, film screenings, song and reading recitals, a bus tour through the Kelly country, the launching of a book, an official reception, a large documentary and "relics" exhibition of Kelly-ana. The complete arrangements from beginning to end were made by The Centre Committee on a voluntary basis.

It was an extraordinary exercise for a small provincial adult education centre to run on its own. But it illustrates much that has been said already - about the work of voluntary committees - about the creative potential of locally autonomous institution with freedom to program as it wishes and to handle money as it needs - about the potential that grows from free access to a variety of sources of academic and other resources.

The Centre appears to have a continuous future ahead of it, but, as yet, it is not known whether such centres will be developed in other provincial areas in Victoria.

# APPENDIX

Some statistical information drawn from the 1966 Annual Report of The Centre Committee.

## Meetings etc.

| | |
|---|---|
| Class sessions | 474 |
| Public Lectures | 10 |
| Exhibitions | 10 |
| Film Screenings | 7 |
| Schools, Seminars, etc. | 6 |
| Recitals | 2 |

These figures do not include lectures, exhibitions, demonstrations, schools, seminars, conferences, recitals etc. run by other local and "outside" organisations at The Centre.

Total number of meetings (classes, lectures, rehearsals, demonstrations, conferences, etc.) held in the building for 1966 - 8554.

| Analysis of Enrolments | 1962 | 1963 | 1964 | 1965 | 1966 |
|---|---|---|---|---|---|
| No. of courses and schools run. | 16 | 26 | 25 | 30 | 31 |
| No. of terminal classes run | 21 | 43 | 50 | 46 | 53 |
| Total terminal enrolment | 372 | 707 | 803 | 963 | 931 |
| Average class enrolment | 17.7 | 16.4 | 16.2 | 18.2 | 18.5 |
| No. of Individual enrollees | 285 | 468 | 479 | 562 | 634 |

## Analysis of Studentship by Occupations

| | Occupation declared by 66.1% of total enrollees - 418 students. | Occupation of husband or father declared by 74.0% of "Home Duties" (108 of 146) |
|---|---|---|
| "Home Duties" | 34.8% | |
| Farmer | 13.3% | 34.2% |
| Teacher | 12.4% | 5.6% |
| Clerk, typist, stenographer etc. | 15.2% | 0.9% |
| Mechanic, carpenter, textile worker, builder, electrician etc. | 5.0% | 11.1% |
| Professional, doctor, solicitor cleric, optometrist, chemist etc. | 5.5% | 15.7% |
| Manager, proprietor, etc. | 3.1% | 21.3% |
| Public Servant, librarian etc. | 2.4% | 2.8% |
| Salesman, agent etc. | 3.6% | 3.7% |
| Nurse, lab. assistant etc. | 2.9% | .0% |
| Sundry Occupations, photographer, Hair-dresser, journalist etc. | 2.1% | 4.6% |

Source of Tutors

Total number of tutors engaged 69

From:

| | |
|---|---|
| Local Private sources | 4 |
| Outside private sources | 3 |
| High School | 6 |
| Technical School | 3 |
| R.M.I.T. | 3 |
| Melbourne University | 6 |
| Monash University | 11 |
| Agriculture Department | 4 |

and others from the Education Department, Secondary Teachers' College, National Gallery, Staff Administrative College, Wild Life Department, Consumers' Protection Council, Council of Adult Education, National Fitness Council, Australian-Asian Association.

## 27. STATE EDUCATION DEPARTMENTS IN ADULT EDUCATION: EXTRACTS FROM DISCUSSION REPORTS

Definition "Before we could begin to exchange ideas we had to appreciate the differences in terminology from State to State. We almost lacked a common language! There were two kinds of definiton:- (i) Included any adult person being educated. (ii) Involved some break in education.

Eventually it was felt that the definition used in each State tended to be a matter of administrative convenience." (group II)

The Needs "The problem of encouraging a more complete cross section of society to participate in these activities led the group to consider the obligation of State Departments to offer adequate provision for adults who wished to continue formal educational pursuits after completing their schooling. The scope of this provision was seen to necessitate programmes to cater for those people who wanted to undertake a basic education, as well as those who wanted to broaden their educational experience in a more general fashion. We appreciated the need for State-employed adult educators to work in a full-time capacity, to stimulate actively the demand for adult education and to use a community-centred approach in their programme planning." (group I)

"Consideration of fields in which Education Departments could be more active:-

(a) In S.A. particularly it seems that there is a need for better liaison in Agricultural Extension. There should be an assessment of the needs of both bodies, i.e. the Education and Agriculture Departments, and certainly a need for greater activity.

(b) "The group agreed that the area of the Humanities was one for development - particularly in reference to the arts."

"From the information given to us it seemed that the Upper Murray Adult Education Centre was a notable exception. Its programme included drama, music art and the literary humanities. Methods were discussed and we were informed that in some subjects groups were given a three months preparatory course, making use of travelling library facilities and C.A.B.'s etc. prior to visits by university and other specialist lecturers. The follow-up was in the use of films, prints, exhibitions - the overall idea being something from within and something from outside the community." (group II)

Staffing and Administration: "The administrators have in the main been drawn from the ranks of school teachers. The ideal would be a person with a wider range of experience than that of the average teacher; say in industry and elsewhere.

The general problem of training in educational administration was seen also to apply in the field of adult education. The problem is not only that of training the administrator, but of converting a teacher of children to a teacher of adults. For practical purposes this conversion training will not always be readily available, but even a briefing from a well-trained administrator may be better than nothing." (group IV)

"Discussion of the training of personnel led to the consideration of recruitment, fees, accommodation, library facilities and the widening of horizons of governing boards and councils. It was felt that members of these bodies might be invited to general plenary sessions of the Association on suitable occasions. It was agreed that Education Department administrative procedures could be less rigid in their application in Adult Education work, since procedures, programme and problems differed so greatly from those of regular school systems. Much more flexibility should be possible for those concerned with policy-making in individual centres than is at present allowed." (group V)

"Freedom of the administrator to do as he wishes, and to run what he wishes is valuable but carries certain responsibilities. The sort of committee set-up as in Wangaratta, Victoria, seems to offer certain advantages over some of the other centres, e.g. Metropolitan Adelaide where there is no strong community link." (group IV)

"The group unanimously agreed on the following recommendations for Executive consideration.

(i) That at each A.A.A.E. Conference at least one period should be set aside to enable representatives from all government Adult Education agencies, from all states, to meet together for the exchange of information and ideas, and for general discussion on their work.

(ii) That in the long term it may be advantageous for all Adult Education activities conducted by Education Departments to be removed from those sections (Secondary Education, Technical Education) to which they are at present attached, (but whose primary concern they are not) and to be constituted as independent government agencies or boards responsible directly to the Minister." (group V)

"The field of operation for a state department of education was seen by the group to result largely from the administrative developments within that particular state. A variation in structure must inevitably affect the field of operations. An alternative approach might be to look at the kind of person who was enrolling for adult education activities in state institutions. The group could only base its discussion on the impressions of group members as no systematic provision for the collection of factual information concerning the participants appeared to be avialable." (group I)

"The group felt that, in common with other adult education agencies, there was a lack of contact in certain areas - most notably with that section of the community which lost interest immediately formal education ceased."

Ways of correcting this lack include:

"Raising for discussion problems of local interest - perhaps through community movements such as Progress Associations; Social Welfare Counselling was quoted as an illustration. Job-retraining, in the S.A. scheme this could be done at appropriate levels.

The group discussed the need for some central clearing house for activities which could be undertaken only at state level. Fear of standardisation was expressed, but current experience had indicated that growth has brought a broadening of attitudes and greater freedom.

There being little time remaining the group considered the need for residential centres and agreed that they were necessary and in fact present expansion made their acquisition the next logical development." (group II)

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# The Organisation of Adult Education in Australia

PROCEEDINGS OF THE SEVENTH ANNUAL CONFERENCE
AUSTRALIAN ASSOCIATION OF ADULT EDUCATION

AC006103 2 of 2

## Volume II

ADELAIDE, 1967

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VOLUME II

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# 28. ADULT EDUCATION IN INDUSTRY

## OPENING REMARKS

by J.E.S. MARTIN,
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The theme of this Conference is the organisation of adult education. It seems to me that adult educators may be able to learn something from industrial education and training both as to its organisation and its techniques. I would suggest that the groups might have as their purpose a number of objectives:

To inform themselves about the education of adults in industry and for industry

To consider the issues raised in papers which have been circulated

To consider ways in which the adult education bodies might become more closely involved in the process of training people in industry based upon the needs of people and organisations.

Members may also wish to see what they can learn from the industrial field in relation to:

Small group training techniques
Analytical training methods
Practical applications of instructional and discussion methods
Case studies
Business games
Aids and equipment

The main features of the papers before us is that they concern themselves primarily with management training of an academic nature. I would point out that adults are being trained and educated in many other areas in industry, commerce and service organisations.

(Mr. Martin then summarised the main points in the various papers).

### Additional Information and Comment

Education and training of adults is also going on in other areas including the training of operators, supervisors, technicians, administrative and clerical training; the training of instructors and trainers and apprentices.

The Department of Labour and National Service has for many years provided for officers of Public Service Departments, Trainers' Courses in the Training Within Industry Scheme and a two weeks' residential Methods of Instruction Course for instructors and training officers. Places have, where possible, also been provided for trainers from private organisations.

The Australian Institute of Management has co-operated with the Department in some States in providing the above courses and also in providing more extensive Training Officers' courses.

In the field of supervisor training the A.I.M. provides various courses to develop supervisory skills, Department of Labour and National Service arranges Methods Improvement courses for supervisors and others and the Technical Colleges offer various kinds of supervision certificates.

It seems to me that there are two main areas of concern in this session:

(i) What goes on in the education and training field?

(ii) On what assumptions are the activities in this field based?

I might suggest that courses and other activities are frequently based on inspired or even uninspired guesses as to what is needed. Another technique is the course which has been developed by a committee of experts. There are dangers here in that the experts may be more concerned with the subject matter of their expertise than with the needs of those who have to learn.

This leads to the question "What are the needs of the situation?" An answer must take account of the needs and requirements of both the people and organisations concerned.

Syndicate Operation: I would suggest that the syndicates might concern themselves primarily with the gathering of facts, ideas and information by making use of representatives present from industry as resource people in their particular areas. The syndicates should:

(a) Consider the issues raised.

(b) Consider what form of involvement adult education bodies might have.

(c) What adult education bodies can learn from industry.

## Issues for Consideration

On the last page of the paper on Trends of Management Education in Technical Institutes, there is an assertion about adult education bodies and others not using the resources of other Departments in their own institutions. Do you agree with this?

The question is raised as to whether country areas should have courses in management education? Questions which arise are:

Is there a need?
How can it be met?
Is it being done by others?
Is this a field for co-operation with other bodies?

What can adult education learn from residential exercises such as the Summer Schools, The Australian Administrative Staff College and other residential programmes and courses? Particular areas of interest might be in course design and management, and necessary facilities used.

How well is the work of the A.I.M., The Employers' Association, the Institute of Personnel Management and other bodies which offer education and training known in adult education bodies? Is there overlapping? Is there room for co-operation?

Professor Willett has also raised some interesting issues:
Is research necessary to discover the needs of adults for education and training? - and of the organisations which employ them?
He makes a plea for restricting the spread of business schools in Universities and Technical Institutes -
Do we overlap too much between States? and between Institutions?
He also asks how much do we really know of industry's needs?

A question which naturally follows from this is how these needs can be validly discovered?
Can adult education organisations play a part?

# 29. AUSTRALIAN MANAGEMENT EDUCATION TODAY

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This paper is primarily concerned with management education at a professional level. Professional education in this field is focussed on the problem solving and decision making activities of the manager. It differs from more academic studies in that it must go beyond the development of analytical concepts and techniques to synthesis and action. True management education ought to aim at making its students aware of the main forces affecting the social and economic environment in which the enterprise operates, of the technological, social, and economic factors that affect decisions and behaviour within that enterprise and of the ideas that have been developed in the basic disciplines for the analysis of these forces and factors It must go beyond this, however, and require the student to use his knowledge and skills and attitudes to solve the complex problems of the real world. This requires formulation of action plans and study of the problems of implementation.

We must be honest and admit that this ideal is rarely attained. In particular, education for management in college or university is limited by an inability to provide adequate opportunity for responsible decision making. Management is in many ways akin to medicine, a decision making activity, based on formalised knowledge or science but demanding of its successful practitioners the judgement and flair that is acquired by insight and experience. The medicals can partly bridge the gap between the tutorial room and practice in the wards of teaching hospitals where the student makes his early decisions under guidance and supervision. In management education we have no teaching factories or offices and even the best case study is not a completely satisfactory alternative.

We must expect therefore that our graduates will be stronger in knowledge and theory than in wisdom. They know the questions to ask but, too frequently, not when to ask them. Older generations of managers, typically, gained their competence and wisdom by a lay apprenticeship, with the strengths and weaknesses of all apprentice training. Two main factors combine to create the present demand for newer processes of education, for processes that are more efficient. There is a relatively small number of people in the 40-50 age group from which the older generation of managers was drawn so there is need to accelerate the speed of training, and to prepare much younger men for responsibility. Secondly, industry, business and government grow rapidly in size and complexity and these growths create new problems that demand immediate solutions. The manager's world is less stable and he therefore needs an intellectual preparation so that he can find fresh solutions to the problems posed by change.

There are six main groups of agencies: the technical colleges, the divisions of the Australian Institute of Management, some business firms and industry groups, some consultant organisations, the Australian Administrative Staff College, and three universities which have developed post graduate activities.

## The Technical Colleges

The technical colleges probably make the greatest numerical contribution but factors of facilities, staffing and, above all, of tradition prevent them from making their full potential contribution in quality as well as quantity. Their major handicap is the general technical college failure to discriminate clearly between secondary education and technician training, and tertiary education and technologist training.

With only one present exception, the Australian technical colleges have not yet recognised the essentially post-graduate nature of true management education nor has there been the specialisation of function among the colleges that will enable a few of the stronger ones to concentrate in this area. The evolving Victorian system of technical colleges should be a fertile ground for experiment and the exception is, of course, the Royal Melbourne Institute of Technology. RMIT has recast most of its thinking on management education under Dr. Yuill but even there the tradition of the diploma in the same form as the technical diplomas is hard to break.

It is difficult to determine whether the re-cast RMIT Diploma is an attempt at a post graduate course spread over a long period because it is an evening study course or whether it is an alternative to an undergraduate commerce course with a more specific business orientation. If it is intended to be the first then its minimum entry standard is too low. The form of the course is probably too close a parallel to the form of a technical diploma and the danger is that it will become a very large operation too soon.

The tradition of the technical colleges that they do offer alternative routes to basic qualifications - the working man's college concept - has much to commend it, but it is not wholly effective in the area of management education. The great need is to build up a teaching team of full-time staff, to build up research, and to experiment, in relatively small classes, with the design of a professional course geared to Australian conditions. Once the Management Department has found its feet it can develop both in the direction of enlarging its post-graduate activity and in the design and conduct of undergraduate level courses.

The British experience may be relevant here, though there is no suggestion that a successful development in one country should be slavishly followed in another. However, six years after the breakthrough of 1960, most of the English colleges of advanced technology are now universities. Their management departments are the backbone of their undergraduate work in non-scientific departments, and they are doing the most interesting work in the world on the design of undergraduate courses in business studies. Some of the experimentation in blending technology, economics, and the behavioural sciences is truly exciting. Their previous Ministry of Education post-graduate diploma is now a university post-graduate course and at least six of them are adding a second year to make a masters degree programme.

The diploma is now taught by the second rung of regional colleges and polytechnics and the exCATs are dropping their offerings as the local college in this class gains the staff and facilities to enable them to cope. As well as post-graduate diplomas this level of college may well be offering an under-graduate course of study for the bachelor of business studies under the academic control of the Council for the National Academic Awards.

This degree of specialisation may be a radical change and one not easily fitted to the values of members of governing bodies, but it is necessary under the existing limitations of finance, facilities and staff. It is beginning to happen in the Victorian system where a number of colleges, other than RMIT, are beginning to design and operate undergraduate-style diploma courses which may lead to bachelor of business studies degrees under the Victorian Institute of Colleges but these are not education for management in the professional sense.

## The Australian Institute of Management

The divisions of the A.I.M. especially at Sydney and Melbourne, probably challenge the technical colleges for quantity and, like the technicals, they spread over an enormous range. The divisions are close to operating enterprises and they are quick to perceive a need. Their problems are a tendency to follow fashion, to see individual courses as individual ends, and, at times and in some places, to mount a course because it will make a profit. The value of their courses is limited because they must rely on external teachers and, largely, on practising managers. Their teaching has the virtues of immediacy and, often, of topicality but it is not usually coherent enough to be management education. It is often good education for managers, and Melbourne division is running most effective courses for senior managers in functional fields in conjunction with Melbourne and Monash Universities.

There is a vacuum in professional management education and the A.I.M. divisions are moving to partially fill it. Their structure and staff will inhibit them from becoming recognisable business schools, but the two biggest divisions do need to think very deeply about their developing role in education and on their relationships with other institutions. Their prime failing at the moment is a tendency to fill the gaps by direct operations and not to prod and push other institutions into the gap-filling task. Such actions as to bring visiting teams of American academics without relation to Australian academic institutions is, in the long run, potentially damaging to Australian management.

## In-Company Training

"In Company" Management Education and Training is relatively rare and poorly developed except in the Commonwealth Public Service, and in some state and federal instrumentalities. Some companies in the private sector are conscious of needs and have, usually recently, begun to establish training programmes. With some exceptions, they face a shortage of adequate staff and a less than completely constructed top management. The consultant houses have an important role in course design and often in supplying instructors and material, but their help must inevitably be short term. There are exceptions with well designed, if usually short, programmes and some of the exceptions use a staff from universities and technical colleges not only as status symbols, but as design and technique consultants. Some divisions of international companies follow more integrated designs but they too usually lack any real depth in staff.

## The Commonwealth Public Service

The Commonwealth Public Service, both centrally through the Public Service Board and in some departments(usually departments with extensive commercial relationships such as PMG, Supply, and Works)has more elaborate programmes than any but the very rare private enterprise. The programmes are competently designed and executed. They suffer from the usual problems of in-service training in that they rely heavily on senior management to teach and the management philosophy behind the course designs is sometimes outdated and protective of the status quo - especially status. Outsiders are used frequently but they are usually encapsulated into a sandwich of "real people" and they have limited design responsibility. As courses, they are effective in communicating the scope of the enterprise, the attitudes of its senior management, and an understanding of the systems of management and their ramification. There is lively questioning of the system in the seminars and syndicates but this questioning is not consciously structured into the course and the courses are seldom opportunities for radical testing of new ideas.

This last is difficult but it can be encouraged. B.H.F., in a brief middle-management course that is designed co-operatively with the University of Melbourne, examines each of the main functions of the firm. The Managing Director opens with a discussion of overall company policy and strategy. Each functional general manager sets out the objectives of his area and outlines his system for the achievement of these objectives within that context. However, before the general manager speaks, the academics have conducted a searching lecture- discussion session on the present state of academic thought on the effective management of this functional area in general. The members then work through a related case study session to gain some confidence in the utility and flexibility of the suggested analytical ideas. The general manager therefore talks to an unusually well-informed audience, that knows something of the company and something of the theory. It is admitted that this is a heavy demand on the general manager but it does mean that the learning is a two-way process. The course, under these conditions, may affect more than the education of the members.

## The Australian Administrative Staff College

The Australian Administrative Staff College was founded in 1956 and its early development was greatly influenced by the British Administrative Staff College at Henley.

The College, regarding as its primary purpose the raising of standards in the senior executive field, conducts as its principal activity an advanced course, which is offered three times a year in sessions of ten weeks. Into this course are admitted men and women of substantial experience in industry, commerce, government, semi-government and local government, the trade unions, the armed services, and other bodies. The members of each session are selected so as to provide the widest possible range of knowledge, training and experience. The course provides opportunities for the member of the session to study the methods used in enterprises outside his own field, to consider on the basis of his experience the principles which underlie sound administration in whatever field, and to examine the significance of his own work in relation to the national economy and its development.

The College invites members who have taken the advanced course to re-assemble some two years after their own session. These review meetings are conducted over a week-end and are designed to enable past members of a session to maintain their contacts with the College and with each other, and to consider together a theme of current national concern.

The College also offers an intermediate course. The aim is to give the somewhat younger executive an opportunity to broaden his experience, develop his personal skills and increase his understanding of administration. This course, which covers four weeks, will be offered twice in 1967.

The Henley model has severe critics who are concerned at the emphasis placed on the sharing of knowledge and experience in syndicates and the relative weakness in the role of the academic directing staff. In fairness, the learning process can be highly effective but it does demand a relatively long course.

## The Universities

There are three Australian Universitites - Melbourne, Adelaide and New South Wales - that have active management departments and which include post-graduate studies for a master's degree. All three have their work spread over under-graduate, post-graduate and post-experience teaching in some degree, though the emphasis does vary.

The University of Adelaide has the greatest relative level of under-graduate work. For this reason their development at post-graduate and post-experience levels is limited. The overall design of their master of business management degree parallels that of the other two universities, though there is a slightly greater emphasis on the analytical concepts and tools, and consequently lesser development of the integrated problem-solving aspects of the course. Their main difficulties are the heavy load of under-graduate teaching on a small staff and small number of students accepted into the course. These together, and staff load is the major element, have operated to prevent the course being offered on a full time basis.

The Summer School of Business Administration at Adelaide is an annual one full day session. It is well received but fairly surely falls in the category of education for managers rather than management education. Members of the staff of the department play an active role in the work of the local management societies, but it is doubtful whether the department as such plays a significant initiatory role in the local community. It would not be overly unfair to comment that Adelaide has the ideas and course structure to be a business school but, even in the Australian context, they lack the resources of staff, of time for the demanding experimentation with professional course design and, probably, a fully developed industrial and commercial environment, that are necessary for successful achievement.

The University of Melbourne: The Department of Commerce and Business Administration at Melbourne also has substantial undergraduate teaching in the framework of the bachelor's degrees in commerce, engineering, applied science and building but these are subordinate to their responsibilities for the master of business administration degree. These are the main concern of the department and the teaching group has been recruited on this basis. The department is also responsible for the six week residential Summer School of Business Administration.

The University of Melbourne became one of the pioneers of business education in Australia with the establishment of the Summer School in 1956. In the period since then the School has grown in size and reputation and it has been the base from which all subsequent development in higher management education in the University has sprung. The Summer School has attracted students from more than 200 organisations, from every State in the Commonwealth and, in some numbers, from overseas. The subjects covered include business economics, management accounting, organisational behaviour and labour relations, marketing policy, management and society and business policy.

The Melbourne M.B.A. was established in 1963 and claims that the course is "designed to develop in men and women the analytical ability to define problems and work in a disciplined way to solutions, mature judgement in deciding between alternative courses of action in situations of technical and social complexity, and a working understanding of the statistical and accounting bases of modern management control and forecasting techniques." It is a two year course; the first year may be, and usually is, taken as two years of part time study. Unlike Adelaide and New South Wales, Melbourne insists that the final year must be taken as a whole by full time students. The department believes strongly that this is a vital requirement in a professionally oriented course: the teaching may be notionally divided into subjects but there is an integrating focus on managerial problems and such problems cannot properly be considered in separate subject segments.

A number of external executive development programmes have been designed by the staff of the department for major enterprises. The main problem encountered has been lack of sufficient finance to enable the department to grow quickly in numbers of senior staff to the point where it can undertake its full responsibility for the development of higher education for business.

There is a minimum size for a truly healthy business school: somewhere around 12-14 staff members are needed to cover most of the facets of management with a sufficient diversity of views to establish a dynamic, stimulating group. The costs of such a group would be high and it is doubtful whether the University of Melbourne will be able to meet all of this from its shoestring budget which must service many other valid competing claims. However, the advantages to the managers of Australia from such a school would be high, and great care must be taken to ensure that scarce resources are not wasted by too wide a scatter over many fragmentary institutions. The British have, after exhaustive enquiry, decided that they need and can finance two big post-graduate business schools only and Australia can hardly expect to finance more. It should be noted that the British schools are joint ventures of government and the business community and that British business houses put up some $12,000,000 for the capital costs as well as meeting 50 per cent of the revenue charges.

The University of New South Wales has divided its activities in management education over a number of independent units. The most important from the view-point of this paper are the School of Business Administration, and the Institute of Administration. However, the university also has schools or departments concerned with marketing, hospital administration and public administration. There are other groupings such as applied psychology and substantial interests in the field, and their schismatic tendencies may militate against a coherent focus on management as against a number of specialised environments in which management operates. This could be a serious handicap in Australia where university resources are stretched to establish minimal teaching and research in any aspect of management.

The School of Business Administration in the University of N.S.W. is mainly responsible for a post-graduate M.B.A. programme that closely parallels the courses at Melbourne and Adelaide. Indeed, all three were substantially influenced by the major American commissions of enquiry - the Ford Foundation and Carnegie Corporation Reports - which were made public in 1959 and 1960 and their commonality stems from these analyses of the strengths and weaknesses of the American scene. The School at N.S.W. differs from Melbourne in that the whole of the course may be undertaken on a part-time basis though they are developing a full time stream. From a start with 20 students into the course proper in 1963 the student numbers have grown to 63 in 1966, 3 being full time students. As at Melbourne the students came from a variety of first degree backgrounds.

The Institute of Administration was created in 1960 to cope with the demands made on the University of New South Wales for management training from a large number of government, private sector and professional organisations. The range is wide but includes a four week residential summer school that in some degree parallels the Melbourne summer school. The Institute is a busy place that has had more than 1600 students through its courses. It draws half its teaching staff from the university for specific assignments and finds the rest from practitioners. In the sense that its main role is in the design and administration of relatively short courses, mainly taught by people from outside the Institute, it is probably closer in ethos to the A.I.M. division than to a full university activity in professional management education.

There are other universities; Monash, Macquarie and Queensland that are on the verge of offering substantial post-graduate courses in management and the University of New England has pioneered in a course educational administration. It has also run a series of residential schools in management topics through the Department of University Extension. At the University of Sydney, too, there is a considerable interest and activity in this field by the Department of Adult Education. However, these extension activities are essentially peripheral and are conducted by universities that do not have adequate management teaching groups established within their internal system.

Overall the university system shows some progress toward meeting the need for higher management education but it is wholly inadequate by comparison with overseas developments. Peter Drucker has said that "Management is the central resource of the modern community" and since 1890 the American educational system has recognised this. The American scene is dominated by the great graduate schools of business, such as Harvard, Columbia and Stanford - there are, in fact, at least 53 accredited schools teaching at master's level and graduating more than 6000 master's annually. The British have, since 1962, created two major graduate schools at London and Manchester following the investigation of need and resources carried out by Lord Franks. In addition some 16 British Universities offer at least a one year full time post-graduate course and seven of these have master's programmes.

## The National Need

The keystone of any national system of management education must be a truly effective graduate business school or schools. Its task should be professional education at Master's level; research, continuing education and post-experience work based on that research, and the supply of teachers for all other institutions. The British realized this late in the day but then launched their schools with substantial support supplied co-operatively by government and business. Each of their two schools has a staff of over 25 and they have important research teams. Australia answered at master's level teaching earlier than Britain but so far the effort is too small and too fractionated. It has been noted earlier that the British decided, after searching enquiry, that their needs and resources justified two major schools, and that Australia cannot expect to support more. The obvious centres are the Universities of Melbourne and New South Wales. Substantial concentration on two graduate schools need not inhibit other universities from proceeding with their own developments but it would give coherence and effectiveness to the total effort.

In particular, management education is far too dependent on overseas teaching material and research concepts. Teaching is therefore derivative and Australian research is urgently required. It has been calculated by P.E.M. Standish of A.N.U., in an as yet unpublished paper, that the Australian demand for M.B.A. graduates is around 200 annually for both business and teaching and at least 10, annually, with higher qualifications to fill gaps in the university system. The Australian production at present is around 35 master's and there are less than fifteen management Ph.D candidates in the system at the most generous estimate.

The future position is not satisfactory. Australian industry will need a substantial inflow of men and women with better management education than is currently provided by a bachelor's degree in commerce and economics or a technical college diploma in management. At present there is no co-ordinated effort by government and business to provide the resources for this education but there are an increasing number of small scale activities in being or coming into being. Not one is fully viable and the dangers of further unco-ordinated development are real. All institutions lack teachers, the whole system lacks research and there is a daunting prospect of the rate of application of advanced management knowledge falling rapidly behind the rate of growth of that knowledge and the demand for it. Some institutional amour propre may be damaged but there is need for concentration at the top of the educational system. The resultant big graduate schools would play a substantial role in post-graduate education, in an Australian research effort and in the development of continuing and gap-filling post-experience education. The costs would be high by present standards but negligible by comparison with the pay-off. Each school would need initial capital of $500, 000 and a recurrent annual income of $200, 000 in approximate terms. They should generate around $70, 000 of this income from their post-experience teaching and consulting services. There are staff resources available for two operations at this level of magnitude.

# 30. EDUCATION FOR ADMINISTRATION

# THE AUSTRALIAN ADMINISTRATIVE STAFF COLLEGE

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## A. The Role of Executive Development Programmes

(i) The nature of administrative work: The nature of administrative work has been described extensively in the literature of management, and it can therefore be dealt with very briefly here. It is possible to describe the administrative process under three heads.

(a) Planning: the administrator must continually make judgments about what the future holds. In the light of these judgments, and in the context of the overall purpose of the enterprise, he must formulate plans.

(b) Implementing: he must assemble, or cause to be assembled, the necessary resources, both human and material, and put them to work.

(c) Reviewing: he must control operations and review results, with the aim of minimizing deviations from planned performance; and in the light of experience he must reconsider plans and revise them as events dictate.

(ii) The individual administrator: The kind of individual likely to be able to perform this administrative process effectively is one having a particular set of qualities and abilities. These are also considered under three heads.

(a) Intellectual qualities: he needs to be able to recognise opportunities as they arise and situations as they develop, to evaluate the factors involved, to weigh alternative courses of action, and to decide what ought to be done in circumstances which may be perplexing. This calls for qualities of the mind; intelligence, imagination, analytical ability, powers of observation, knowledge of the resources at his command and of the environment in which he operates.

(b) Personal qualities: he needs to be able to translate ideas into action. I would say from observation that this is the task that a great many administrators find most difficult, and the one with which they are most likely to compromise. It is one thing to decide what ought to be done; it is another thing altogether to initiate action. The appropiate course of action may involve risks for the administrator himself, and may be hurtful to colleagues or friends, so he needs a certain toughness of fibre - the courage, determination and energy to press on with what he believes to be the right course of action, despite obstacles, dangers and unpopularity.

(c) Leadership ability: the qualities of a successful leader are both intellectual and personal, so they should logically have been discussed above under those two heads. But some sacrifice of elegance seems justified in the interest of emphasis. Most of an administrator's decisions must be acted upon by others, so he needs to display what Lord Slim once called "that combination of persuasion, compulsion and example" which will cause men to do his will. I believe there is no formula for this. It is evident from a study of the great leaders of history that success has come to men of very diverse talents and personal qualities. But although there may be no formula, there is an important common factor: an understanding of people and of human behaviour is fundamental for the successful leadership of a group of people.

How should we encourage the development of these qualities and abilities in a man?

(iii) Intellectual qualities: There have been outstanding examples of men who have had little formal education but who have yet achieved great success in administration. Nevertheless it seems beyond argument that, for most potential administrators, formal education at the tertiary level is likely to be the best if not the only way to full development of the necessary intellectual qualities.

The most important criterion of the subjects to be studied is that they should develop in the man a logical and analytical approach to problem-solving. Study in any rigorous discipline will satisfy this requirement, but may leave the administrator with some obvious gaps in his intellectual equipment. He also needs to have an understanding of the environment in which his enterprise operates, and of the working and interaction of the political, economic and social institutions which will affect his decisions. He will also benefit from the acquisition of certain skills which will be of direct use in administrative situations. The ability to understand and analyse accounting statements is an obvious example. Post-graduate courses in business administration should fill these gaps, especially for those whose earlier training has been in other disciplines.

Of course, formal education does not provide anything like the whole answer to the development of an administrator's intellectual qualities. The logical supplement to formal education is experience, but the trouble with experience is that it often arrives when a man is under pressure, and lacks time to pause for reflection. Moreover, experience is prone to come in sudden, unexpected and unrelated lumps, instead of in a series of carefully graded exercises. To some extent this difficulty can be overcome by job rotation which causes a man to be exposed to a series of predictable situations. By its very nature, however, the administrative experience which a man encounters is incapable of being entirely foreseen and controlled. If he is to derive the full educational value from it, therefore, a developing administrator needs an opportunity to reflect on his experience and to compare his performance with that of others.

This opportunity is provided by the executive development programme. I use the term in its narrower sense to connote a formal course of training, usually but not invariably residential, which a man will attend after perhaps fifteen or twenty years of employment. One of the functions of such a course, perhaps its main function, is to take an administrator away from his work and responsibilities, to give him the chance of considering his own handling of problems, and of learning how others have dealt with similar problems. In short, to sort out and digest his experience and to fill in the gaps. Other functions of such a course are to provide a refresher course on the environmental factors in administration (e.g., economic institutions and policy), and instruction in fields where many administrators are weak (e.g., interpretation of accounting statements, and the application of quantitative techniques to administrative problems).

(iv) Personal qualities: The qualities of courage, determination and energy cannot be taught or learned in a formal sense. They can be developed, mainly by the man himself, helped by experience on the job and intelligent supervision of his work.

McGregor lists three factors [1] which he suggests affect the development or, as he calls it, the growth of an administrator. The first factor is the economic and technological characteristics of the firm. Some organisations, because of the nature of their market or product, have an atmosphere of growth and challenge. Opportunities for individuals to advance and to acquire new experience come more rapidly than in the static organisation, and the climate is therefore likely to be more suitable for the development of administrators.

His second factor is company structure, policy and practice. He first discusses a highly centralized organisation structure, with rigid lines between departments and functions, and many levels of authority. In such a structure, he suggests, there will be fewer opportunities for the individual to assume responsibility and exercise judgment than will be the case in a decentralised organisation with a wide span of control and extensive delegation of authority. The latter type of organisation is likely to provide more opportunities for executive development.

McGregor's third factor is the behaviour of the immediate superior. In every dealing with a subordinate, the superior (consciously or unconsciously) develops and shapes his subordinate's attitudes and habits. The subordinate's expectations of how the superior will react to his (the subordinate's) handling of any particular matter will be a major factor influencing his approach to his work.

These three factors, or on-the-job influences, are likely to be much more powerful in the development of an administrator's personal equipment than anything he may learn about desirable administrative practices at a formal training programme. It is in this field of the development of personal qualities that in-service training and development are likely to be more influential than an external training programme. Nevertheless, there is a place for the formal residential programme. In the course of evaluating his experience, the administrator also has the chance to evaluate his attitudes. Attendance at a residential course, which involves him in a complete change of environment and exposes him to a new set of colleagues, stimulates and provides the opportunity for some healthy introspection and self-analysis.

(v) Leadership ability: The administrator works through people, so he must understand people and their behaviour. Understanding comes with experience. As we have observed, experience needs to be evaluated and digested, and the executive development programme provides the opportunity for this to take place. There are two ways in which it can take place. One is through the lectures, exercises and discussions in which the trainee participates during the course. The other arises from the fact that a residential programme throws a group of people together and requires them to live and work in unusual conditions and circumstances. The observant participant can learn much about his own and others' behaviour from this experience. Many people would probably regard the first of these ways, the formal learning procedures, as more important than the second; the experience of group living and working, so helping administrators to add to their understanding of human behaviour. There is, however, another view. Chris Argyris has observed:

> I have seen an executive beautifully analyse and verbally solve a case that focussed on "understanding the other person" and five minutes later show little or no ability to use this knowledge in a hot argument with the man across the table.[2]

How can this happen? A man may acquire the intellectual capacity which enables problems to be recognised and solved, but he may yet lack the ability to apply this capacity in a real situation. An administrator who has learned a lot about human behaviour in abstract terms may still fail to appreciate the effects of his own behaviour on other people. This can be so because

> . . . we normally get little feedback of real value
> concerning the impact of our behaviour on others.
> If they don't behave as we desire, it is easy to blame
> their stupidity, their adjustment, their peculiarities.[3]

The implications for administrative education are substantial, and have led to training experiments, mainly in North America, designed to help the administrator acquire "skills of social interaction". The T-group (T for training) is being used in a number of courses, including Harvard's Programme for Management Development and at Columbia's Arden House. It is a group of ten to fifteen people, with a staff member attached. He, however, withholds the direction and leadership such a group would ordinarily expect. The T-group's members meet regularly for two or three weeks, determining their own leadership, rules and goals, and they observe and analyse their own and their fellows' behaviour. The meetings of the T-group are supported by lectures, demonstrations and discussions, designed to supplement the group meetings. It is claimed that from his experience in a T-group a man can learn to diagnose his own behaviour and can develop effective leadership behaviour.[4]

The syndicate organisation which we use at The Australian Administrative Staff College, and which is described below, has something in common with the T-group. A man is taken out of the hierarchical situation of his employment and is put into a group where he has neither superiors nor subordinates, and where the member of staff attached to the syndicate conscientiously refrains from taking formal charge of the group. There is no discussion in the syndicate of individuals' behaviour, as in the T-group, but the individual member has ample opportunity to reflect on his own performance, to discuss it with the other members of his syndicate if he wishes, and with members of the College staff, as he is invited to do. We attach great importance to this aspect of our courses in the development of senior administrators. I believe it helps many men to improve their personal relationships and to gain confidence in their own standing with others.

## B. The Australian Administrative Staff College

(i) Foundation and development: The Australian Administrative Staff College, which was established to help meet these needs for executive development and training, came into existence as a corporate body in 1955.

A committee of the Rotary Club of Sydney, under the leadership of Mr. Geoffrey Remington, a solicitor and company director, had been engaged for several years on ways and means of setting up the college. The committee decided that it should be modelled on the Administrative Staff College at Henley-on-Thames, England, which had been operating successfully since 1947. The Australian college is a non-profit company, sponsored by leading Australian businesses. Each sponsor designates an individual, usually its chief executive, who is admitted as a "member" of the College. These members elect the Council, whose twenty members come from the most senior ranks of business and government.

The College was fortunate in the men chosen to lead it in its earliest years. The first Chairman of Council was the late Mr. Essington Lewis, and the first Principal was Professor Sir Douglas Copland. Early in 1957, these two men, with the active support of the Council and members of the College, launched a building appeal which was highly successful. As a result the College was able to buy its splendid premises at Moondah, Mt. Eliza, on the shores of Port Phillip. Here, some miles beyond the sprawling south-eastern suburbs of Melbourne, the College has residential accommodation and educational facilities for up to forty-four men, in a well-appointed building that stands in over twenty acres of grounds.

(ii) Courses and methods: The College regards as its primary purpose the raising of standards in the senior executive field. It conducts as its principal activity an Advanced Course, which is offered three times a year in sessions of ten weeks. Members admitted to the course are persons of substantial experience in industry, commerce, government, semi-government and local government bodies, trade unions, armed services, and occasionally other kinds of institution. They are selected so as to provide the widest possible range of knowledge, training and experience.

The members of a session are divided into four syndicates in which the bulk of the work is done. The syndicates, each under the general guidance of a member of the directing staff, are so constituted that their members represent a cross-section of the major fields of private and public administration.

In the interest of the personal development of members, as much responsibility as possible is placed on the individual. Syndicates undertake a series of exercises, each member taking his turn to act as chairman or secretary. The chairman, with the guidance of a member of the staff, plans the work, conducts the discussion, and paves the way for the syndicate to prepare a report on the results of its work on that topic. The chairman then presents the report to the college in full session. Syndicate work is supplemented by field visits, by lectures and discussions by staff members, and by visits from many outside specialists.

The session is fully residential. Except for two week-end breaks, members are expected to devote their full time to the course. Members of the Advanced Course are usually aged between thirty-five and fifty.

The College also conducts an Intermediate Course. This is offered twice yearly and lasts for four weeks. Its purpose is to give the somewhat younger executive an opportunity to broaden his experience, develop his personal skills, and increase his understanding of administration. Members of the Intermediate Course are usually not over thirty-five years of age. The syndicate method is also used in the Intermediate Course, and use is also made of projects, guided excercises and a variety of other learning aids.

Up to June 1967, the College had conducted twenty-eight sessions of its Advanced Course and eleven sessions of its Intermediate Course, and more than 1500 people had attended these sessions. Demand for places is increasing, and the College is now finding it difficult to take all the nominations made to it.

## References

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# 31. TRENDS OF MANAGEMENT EDUCATION IN TECHNICAL INSTITUTES

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## Short Historical Background

Management education in Australia may be said to have started with the establishment of a one-year Foremanship class at Melbourne Technical College in 1938. The course was sponsored by a group of distinguished industrialists and public servants, including the late Sir John Storey. By 1944, all central technical colleges were offering Supervision classes, and in the years that followed, Management Certificate classes were also established. In some of the larger institutions full-time staff were employed.

In 1949, the first Diploma course in Management was established by Sydney Technical College. The construction of this course is worthy of note, for it contained the sort of structure that has only recently become the accepted model for the M.B.A. in North American universities. The persons mainly responsible for the design of the course included Raymond Chambers (now Professor of Accounting at the University of Sydney), John Clarke (until his recent death, Pro-Vice Chancellor at the University of New South Wales) and Harold Kaye (now a member of the Wark Committee).

Although the design of the course was equal to any in the world, it did not prosper. With the resignations of Chambers and Kaye from the School of Management, the School concentrated its attention on lower level, less academic, certificate work. The management schools in the various states all slavishly adopted the course structure proposed by the Urwick Report, and accepted by the British Institute of Management. It was agreed to standardise the certificate courses throughout the states in Australia, and regular meetings of the Heads of the Schools of Management did little more than prevent the emergence of innovation and the adoption of Australian ideas.

During this period, the technical colleges were on their own; universities showed no interest in management studies, and frowned upon them as a legitimate interest. It was not until the sixties, when some universities had founded schools of business administration, that interest once again sparked the technical colleges to re-appraise their own activities. A national forum, in the form of the Canberra Seminar on Administrative Studies, was established under the auspices of the Australian National University. This was the result of the work of Professor R.S. Parker of the Institute of Advanced Studies. The present writer became the first secretary and co-organiser of the Seminar. For the first time in Australia, scholars, teachers and practitioners in the administrative studies area had a common meeting place to exchange ideas.

Some changes and innovations were made in the course structures conducted at a number of the colleges. However, most changes were resisted both by Melbourne and Adelaide. It is only since the publication of the Martin and Wark reports, and the creation of the institutes of technology in Queensland, Western Australia and New South Wales, and their elevation to higher status in Victoria, that attention has been focussed on the content and standing of management courses. Changes in the institutional setting have set off the innovative forces which have remained latent or frustrated in the Schools of Management.

The present Heads of the Schools of Management met early in 1967 to determine future policies and programmes for the various levels of courses, and to lay down some common frameworks for course structures. The desire for some common subject matter is due in part to theoretical questions, and to the very practical question of student transfers from state to state, which are very numerous.

## Diploma Courses

Each state institution has developed its own diploma course. The Sydney ideas have permeated to Perth (under the direction of Cecil Carr and Norman Dufty), and to R.M.I.T. (since the writer took up duties). Hobart has followed a little, the South Australian Institute of Technology hardly at all, and the Queensland Institute of Technology (under an American, Dr. S. Webb) is likely to develop in a somewhat different direction. Despite these differences, there is some common agreement about subject matter and admission standards.

The Heads of Schools recommended that the following subjects should form the basis of a diploma of management course:

(i) Social Theory

    Organisation Theory
    Administrative Psychology (or Behavioural Analysis)
    Industrial Relations
    Industrial Sociology (or Management and Society)
    Business Law

(ii) Economics and Finance

Macro Economics
Micro Economics
Finance
Marketing

(iii) Methodology

Statistics
Logic and Scientific Method
Communication Skills
Operations and Systems Analysis

The lengths of the courses vary from three years to six years. The hours of study vary considerably. All institutions impose an age restriction on entry. All institutions demand an experience qualification; persons cannot enter these courses straight from other academic studies. All instruction is on a part-time basis. Most institutions stipulate matriculation as the educational standard for admission. Some institutions allow students to escalate from certificate courses; other institutions, such as W.A.I.T. and S.A.I.T. stipulate a degree or diploma for entrance to some courses.

A change of some importance will be introduced by R.M.I.T. in 1968 From then on, only persons who have a prior tertiary qualification will be allowed to be candidates for an Associateship Diploma in Management. Graduates in Commerce and Economics will be allowed to enter at a higher level, and qualify for a Fellowship. This post-graduate course is not dissimilar in structure to that of the M.B.A. at the University of Melbourne, although R.M.I.T. is certainly not claiming that it is of the same standard, nor even the same content. Professor John Willett, who has done so much to establish business administration at Melbourne University, is also on the Management Advisory Committee of R.M.I.T., so that there is some co-ordination between what the two institutions are doing. This is the first real post-graduate course of higher standing to be introduced into an institute of technology.

An applicant who does not have a tertiary education, but has certain qualifications by way of experience and has a matriculation or leaving certificate, may enter a specialised set of courses leading to an Associateship Diploma of Personnel, Marketing, Public Relations and Operations. These courses will last from five to six years, depending on the exemptions given for previous education. Additional specialist courses may be established for other functional areas if there is demand. The first three to four years are common to all courses; the specialisation takes place in the following two years. The numbers expected to graduate will be quite small.

Similar functional courses exist in Western Australia, but most functional areas are taught at certificate level in the other states. These include Personnel and Transport Administration. A diploma in Advertising Administration is also offered by W.A.I.T.

## Business Studies Diplomas

Another controversial area is whether or not some sort of administrative education should be available for persons who are under the present age barriers, who have little experience, and who have no tertiary education. The proponents for such a course argue that persons who do not want to do accountancy, and who cannot get into a university to do economics, have no course of study to fit them for management posts. They claim that there is need for a general diploma course which leads to management studies. Such a course has been introduced by S.A.I.T., W.A.I.T. and Q.I.T. for young trainees and cadets. Lectures are set down for day-time instruction. An examination of some of the subject matter does not mark it off sufficiently from subjects included in management courses proper. The opponents of these courses claim that management subjects should not be taught to young, inexperienced students. Herein lies the controversy.

In Victoria, a new set of courses leading to a Diploma of Business Studies, has been introduced this year. This has a number of streams: Accountancy, Data-Processing, Private Secretarial Practice and Administration. It is the last stream that is giving the authorities all the trouble. Some technical colleges appear to be going ahead with the administrative stream; other colleges are holding back. In the case of R.M.I.T., the industrial and educational representatives on the Advisory Committee vetoed a proposal by the Department to offer this course.

The original Victorian proposal definitely included management subjects such as marketing, production and personnel, without first providing sufficient core subjects such as economics, statistics and behavioural analysis, to give adequate background to the functional subjects. However, attempts to rectify these deficiencies have not been too successful. By adding additional subjects, the course structure becomes a degree course in commerce (which may possibly be authorised by the Victoria Institute of Colleges), but this cuts across the present principle that courses offered in technical colleges should be primarily vocational in orientation.

The distinctions between general education and vocational education on the onehand, and university education and education in the advanced colleges and technological institutes on the other, are important points for evaluating course structure. The distinctions are necessarily blurred, and many overlaps are bound to occur. Those in authority in technical education are anxious to avoid duplication and inferior styled university education.

The distinction between management and business studies is usually drawn on the basis that management studies are post-experience, and possibly post-graduate, as it is in the schools of business administration in the several universities offering these courses. Yet even here, there is a tendency for some subjects dealing with organisational theory to be introduced in undergraduate courses in commerce and accounting. In the Victorian diploma courses in business studies, this has been done under the name of "Administrative Studies". The experiment has not been entirely successful from a teaching viewpoint, due to the fact that the first unit appears in the first year of the course, and the students cannot cope with it.

There seems to be no reason why some orientation courses in management should not be given to final year students in a wide range of disciplines - engineering, applied science, architecture, building construction, industrial design, etc. In accountancy, a somewhat broader base of subjects might be offered - certainly broader than what is currently included in the Victorian accountancy courses.

## Certificate Courses

The management certificate courses suffered from two main failings: they were completely inflexible as regards subject matter, and hence failed to fulfil certain educational goals; their standard was ambiguous in that they did not distinguish the levels of management for which the training was offered. From a theoretical view, much of the subject matter was also out-of-date, and was poorly taught due to the very large number of part-time instructors and to lack of qualifications of many of the full-time staff.

When the new advanced institutes were established, the certificate courses were left with the technical colleges. The only exception to this was S.A.I.T., which will shed these courses to the South Australian Department of Education in the near future. In Victoria, the Department of Education decided to abolish the management certificate course and draw up a new set of courses under the Certificate of Business Studies. The word Management was not used, as this was felt to be post-graduate and should be confined to describe the higher level courses.

The new set of business studies certificate courses is without doubt the most realistic ever to be introduced into any state. Technique and functionally oriented, they are designed to train the support staff at supervisory and superintendent level in areas of credit, production, personnel, safety, supply, sales and merchandising, and work study. They are also designed to train support staff in the areas of accounting and data-processing. The courses last four years part-time, and include ten to twelve subjects in which English, business mathematics and supervision are compulsory. The student has a choice of specialised subjects within this common framework. Applicants with a reasonably good secondary schooling are admitted. It is anticipated that these courses will be offered over a wide geographical area.

The biggest difficulty that the writer sees in the implementation of these courses is in their development at a suitable educational standard. To do this, a high order of teaching ability is needed, particularly in the communication and supervision subjects. Part-time teachers have to be chosen carefully, for they must have not only a great deal of practical experience, but have a theoretical foundation as well. There is also the problem of co-ordinating the teaching in the various subjects, and this requires that the work be done in a number of properly staffed institutions. However, the glamour of the diploma courses is leading to a false view that anyone can teach at certificate level. Nothing is further from the truth!

The school most capable of doing this work is that at Sydney Technical College. This school has a competent and, with a few exceptions, a university-qualified staff. For many years now, the school has not appointed persons solely on the basis of practical experience, or persons who have simply done the school's courses. This school also controls courses in a number of centres in the metropolitan area and in the main country towns. It is the examination authority.

In the smaller states, the institutes of technology may have to maintain a considerable control over the teaching of certificate work, even though they may not conduct the courses themselves. Even in Victoria, R.M.I.T. has a large role to play in the design of curricula, in setting and marking examinations, and for the time being, in the selection and co-ordination of staff in some decentralised centres which have traditionally offered management courses. The real problem faced by all state technical education authorities is to break the old-fashioned attitude towards management education - that it is like cooking, it can only be learnt by experience. Education has its role to play as well!

## Supervision Courses

For many years, the supervision courses offered in the various states remained standardised. There was a first year in so-called (and wrongly labelled) "human relations", and a second year in which the student chose to do industrial, office or retail supervision. The textbooks used were American, which because of their cultural setting, were not readily communicated to the student. The teachers, frequently drawn from the foremen of industry, fell back to tell the student "how to do it", with the result, there was little effective development of the student himself.

So dissatisfied was the present writer with the subject matter and the curriculum, that he started a four-year investigation programme which led to the production of his Supervision Principles and Techniques. An experimental group was used from Australian Glass Manufacturers Pty. Ltd. for the purpose of developing activity studies including problem-solving, case studies, role-playing and exercises. Lecturing methods were abandoned in favour of maximum participation by students. The book set forth a framework which was essentially behavioural in character, and dropped any pretended distinction between industrial, office and retail. The book was subsequently adopted in N.S.W. as a medium to innovate change. Queensland, Western Australia and Tasmania followed suit.

Independently, L. Watts, now Assistant Director of Technical Education in Victoria, put together a new syllabus for supervision, concentrating attention on the social roles of supervisors, and adding communications as a separate subject, and proposing an additional subject to cover the interests of industrial, office and retail supervisors. At the recent Heads of Schools meeting, the distinctions between the several brands of supervision were thought to be unwarranted, and should be put to an end. The other states may well follow, and add additional subjects, including that of communications. Most states follow the two-year pattern. They also impose an age barrier of twenty years, and work experience is normally demanded.

These changes have not been accomplished without resistance by the entrenched positions of the so-called "practical" men on the full and part-time staffs of the various technical colleges. Lip-service has, and is being paid to the new methods, but in the classroom there is resort to the old-fashioned methods of cookery and telling of experiences rather than the systematic exposition of social roles and relations. Quite clearly, the educational authorities have to face up to the problem of staffing with persons who know something about social behaviour and teaching methods, particularly in the area of communication.

One of the real misconceptions about Supervision which is constantly be-devilling its effectiveness is that it is primarily aimed at the lower levels of industry, and this has been interpreted (quite wrongly) that those with little or no formal education are the prime recipients of the training. Supervision courses, to be sure, are vocational rather than educational, but they have a tremendous contribution to make to the training of persons at all levels in industry, commerce, government, education, health services, military, etc. All sorts of occupations come to mind: senior teachers and vice-principals in schools, airline pilots and head stewards, medical registrars and sisters in hospitals, local government engineers and building inspectors, N.C.O. and junior officers, etc. In actual fact, a great deal of training has been done in these areas by such bodies as Royal Newcastle Hospital, the R.A.A.F., the N.S.W. Public Service, and the Melbourne City Council. The old foremanship idea has to die a natural death if supervision is to make its proper contribution to management education.

## Conclusions

The development of management education at a formal level in educational institutions has been the work of a handful of men. Some of these came from industry, some from technical education, and a few from the universities. Innovation and the maintenance of up-to-date ideas has been an extremely erratic affair - hence management's low status amongst other disciplines.

Innovation and development have been resisted by many forces, including those in traditional disciplines at universities, those in charge of technical educational institutions, and "practical" men - without academic qualifications - on the staffs of the schools of management. Industry, commerce and government have frequently not supported innovation due to lack of forward thinking of many of their representatives who have influence with the technical education authorities.

The real cause of the problem has been, without doubt, the attitude of the universities, particularly the attitude of those dominating commerce and economics. These faculties should have provided the stimulus for research in the area, and trained the teachers for the technical colleges. They did not, and as a result, the technical colleges took those whom they had trained, and who lacked the real understanding of the disciplines of economics, statistics and psychology. A few persons with academic and practical experience found their way into the field with considerable beneficial results.

The area of management education is, indeed, a tricky one. It is not a technology; it is essentially a synthesis of a number of social and behavioural sciences. However, its constituent elements are applied as distinct to pure theory. To be an effective lecturer in management, one has to have a good theoretical training, and research in Australia is vitally needed to see whether management as a social phenomenon is "culture" bound.

As a recent report to York University in Toronto stated, this implies that there has to be a management department in an educational institution; management education cannot be effectively conducted by drawing on the services of a number of other departments or faculties. There has to be a creative cell in the institution, concerned essentially with management as a phenomenon in itself.

With this in mind, it would be quite wrong for adult educational authorities, extension boards and continuing centres of education to develop courses in management (business, educational, hospital and other sorts of administration) by simply drawing from the services of other departments in their own institutions. (See letter to The Financial Review, May 31st, by Daryl Douglas, University of Sydney, who invited ideas as to how the Extension Board might assist firms in management education.)

There may be some special cases in which adult educational authorities can assist the development of management education in Australia. The country areas are not well served by management educational facilities. Short conferences might well be held in a number of centres by using staff drawn from universities and institutes of technology. These conferences could serve to stimulate interest in the subject, and if sufficient care is taken in the selection of the lecturing staff, the conferences could be a meeting place for persons who may not otherwise come together. Use of interstate lecturers is particularly desirable.

The follow-up in further management education could come about in three ways: firstly, by the local technical college putting on some relevant course; secondly, by the advanced institute of technology developing correspondence courses; and thirdly, by residential courses provided by the Australian Institute of Management (itself an adult education body), or in some cases, by the Australian Staff College or the Summer School of Business Administration at the University of Melbourne.

# 32. HIGHER EDUCATION FOR BUSINESS AT THE UNIVERSITY OF MELBOURNE*

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Throughout the world today there is general recognition of the importance of higher education for business as a major factor in increasing levels of productivity and human welfare. Irrespective of the political ideology espoused by the people of a particular region and despite different degrees of private or state ownership of the factors of production, it has been conceded generally that competence and responsibility in the management of institutions and organisations are essential elements for progress. Countries as different as the United States and Soviet Russia, Indonesia and Norway have accepted the relationship between business education and more effective management and all are developing systems of higher education for business.

In recent years the Australian economy has achieved a substantial growth and development. This growth has been accentuated by major discoveries of basic resources such as bauxite, iron ore, oil and natural gas. National policies are designed to provide a rapid population growth aided by immigration, and a concomitant rapid development of economic resources. Over the last ten years these policies have created a growth of gross national product in real terms of nearly 5 per cent per annum, of which nearly 2½ per cent has been due to population growth and 2½ per cent to rising productivity.

These strong forces are creating structural changes in the economy and have dramatically increased the demand for executives. This demand arises at a time when the "natural" managerial age groups in the Australian population are an unusually small proportion of the total population and when this age group is certain to remain small as the effects of the low birth rates of the depression years are felt. Under such circumstances all the available talent must be utilised and society must find ways and systems for the more rapid development of younger men. The long "apprenticeship" training of managers is no longer a workable proposition and if society and its enterprises wish to avoid reducing standards, it must find alternative training patterns. It is in this context that the University of Melbourne has developed special programmes in higher education for business.

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The University was one of the pioneers of business education in Australia and has made a contribution to the study of aspects of business such as Economics and Accounting for more than 40 years - the Commerce School was established in 1925. It was not until 1954 however, that the University became directly involved in the education and training of managers.

In 1954 the Vice Chancellor, Sir George Paton, called a meeting of professors in related disciplines such as Accounting, Commerce, Economics, Engineering, and Law together with a number of senior executives from industry, commerce and government.

This group created the Melbourne University Summer School of Business Administration and empowered it to design and teach a six-weeks residential course of studies in Management for senior executives. The first school was held in January/February 1956. A leading businessman, Sir John Allison, was appointed Principal, and Professor Donald Cochrane was made Vice Principal.

Ten years have gone by since that first Summer School. There have been a number of significant growths in the University's concern for and involvement in management education in that period but these later developments have grown from, and have gained strength from, the successful operation of the early Summer Schools.

In 1957 Professor Cochrane reported on the early beginnings of Business Administration at the University in an article[1] published in This Journal. In this article we propose to relate the experience and progress of developments during the decade 1956-66, to discuss the problems and limitations encountered and to forecast future expectations regarding higher education for business at the University of Melbourne.

From 1956 to 1966 the Summer School of Business Administration has shown a steady growth in size and has established its reputation. There has been an increase in the size of the School from the original 31 students to the 68 who attended in 1966.

Similar short courses for senior executives have been offered by the Australian Administrative Staff College since 1957, the University of New South Wales since 1962, and the Sydney Division of the Australian Institute of Management in co-operation with Stanford University since 1963. Despite this growth in the availability of short courses for senior executives, the applications for admission to the Summer School of Business Administration have for many years far exceeded the places available. The figures for applications almost certainly underestimate the demand for admission since most nominating enterprises know of the ground rules for selection which limit them in most cases to one candidate.

The growth in reputation of the School is illustrated also in the range and diversity of applicants. Over the years more than 200 organisations have nominated students. These organisations include private companies, public companies, the Commonwealth Public Service, State Public Services, semi-government commissions and local government bodies. In the early Schools students were drawn from various states of Australia. In later schools applications were received also from candidates in New Zealand, the Philippines, Fiji, Taiwan, Bahrain and Singapore, and members have been admitted from all these countries.

Another measure of the success of the School is its financial achievement. Since the inception we have achieved a small surplus of income from fees over direct costs incurred in every year. This financial balance has been achieved without a major increase in fees. In 1956 the inclusive fee covering tuition, lodging, food, books and study material was $600. In 1966 it is $700 - an increase of $100 or 16.6 per cent. The current fee of $700 compares favourably with charges made at several other schools. The fees per week at Melbourne are the lowest in Australia and about half those of leading American schools.

The managers who have attended the Summer School have attested to its high standards. For a number of years now we have asked each of the former members to complete a formal evaluation of each subject of the course and the school as a whole, some six months after his school has ended. While there has been most valuable and constructive criticism, the consensus has been that the overall standards achieved were more than satisfactory.

The former students have also demonstrated their continuing interest in the school by forming their own association. This association, the Melbourne University Business School Association, has as one of its main objectives the further development of higher education for business. The association meets regularly and provides some opportunities for continuing education for its members. The members have created their own distinctive neck tie of dark blue with the University crest and MUBS embroidered in gold.

The success of the Summer School followed as it was by developments at other universities throughout Australia led to greater acceptance of the place of business education within the University and in 1962 the University decided to create a Department of Commerce and Business Administration within the Faculty of Economics and Commerce. The Department was to be responsible for the limited under-graduate work in the field, for the development of professional courses at master's level and, eventually, for the Summer School.

In 1966, the Department of Commerce and Business Administration is engaged in four levels of higher education for business. There are five under-graduate courses with an enrolment of approximately 600; there is the two-year Master of Business Administration programme in which 60 students are enrolled; 68 senior executives attended the Summer School, and a series of external in-company executive development programmes designed to assist major organisations in developing their executives.

## The Under-graduate Courses

The subjects below are optional choices in the later years of the course of study for the bachelor degrees in Commerce and Engineering.

| | | |
|---|---|---|
| 1. | Business Administration I | Organisational Behaviour (half subject) |
| 2. | Business Administration II | Business Planning and Control (half subject) |
| 3. | Business Administration III | Business Decisions (half subject) |
| 4. | Business Administration IV | Industrial Relations (half subject) |
| 5. | Marketing (full subject) | |

## The Master of Business Administration Programme

The preliminary year (this year may be taken on a part-time basis).
Compulsory Subjects:
1. Accounting and Finance
2. Economic Structure and Policy
3. Business Statistics
4. Human Behaviour in Administration

The final year (this must be undertaken as a full-time student).
Compulsory Subjects:
1. Business Policy
2. Organisation Theory
3. Administrative Processes
4. Managerial Economics
5. Marketing Management
6. Financial Management

Optional Subjects (a choice of two):
7. Company Financial Policy
8. Investment Analysis
9. Business Fluctuations
10. Marketing Theory Seminar
11. Integrated Marketing Strategy
12. Management Information Systems
13. Administration in Government
14. Personnel Management
15. Problems in Organisational Behaviour

In addition to the eight subjects candidates are required to submit a research report on a field study of a managerial problem.

## The Summer School

The six main subjects may be summarised under the following headings:

1. Business Economics
2. Business Policy and Administration
3. Management and Society
4. Management-Control Accounting
5. Marketing Policy
6. Organisational Behaviour and Labour Relations

A number of external executive development programmes have been designed by the staff of the Department for major enterprises. These designs have attempted to relate new concepts, case analysis and descriptive material on the enterprise to the enterprise's true training needs. This has proved rewarding, exciting work though it makes heavy demands on staff time. Much of the interest, of course, stems from the original determination of true needs.

From the outset the policy direction of the Summer School of Business Administration was made the responsibility of a Board of Management created by the Council of the University. Once the Department was established the Board of Management was invited to act as the advisory committee and agreed to do so. Much of the success of both school and department must be credited to the hard-working enthusiasm of this group of senior businessmen.

The teaching staff of the early Summer Schools consisted of one full-time member of staff and four members who were drawn from the city. In later years two other full-time appointments were made and following the formation of the department the full-time staff has grown to seven. We are fortunate that the University was able to appoint men with substantial post-graduate qualifications and a wide range of executive experience in business and government. We have been extremely fortunate so far in attracting to the staff a number of Australian graduates of leading American schools. There is no doubt that the supply of trained and experienced staff in the discipline available in Australia is very limited and the University has to compete with business as well as other universities in attracting staff.

In the early Summer Schools the teaching staff were forced to rely mainly upon teaching materials drawn from overseas universities. In 1959 a programme was set up to develop materials through research in business in Australia and a collection of case studies was published in 1962.[2] In the foreword to this collection Sir George Paton, the Vice-Chancellor, said: "At the beginning of such an undertaking one must draw extensively on the teaching tools of overseas universities - but as the Summer School is now well established it is important that we develop materials drawn from our own environment and adapted to our own particular problems."

The main problem encountered has been lack of sufficient finance to enable the department to grow quickly in numbers of senior staff to the point where it can undertake its full responsibility for the development of higher education for business.

There is a minimum size for a truly healthy business school; somewhere around 12-14 staff members will cover most of the facets of management with a sufficient diversity of views to establish a dynamic stimulating group. The costs of such a group would be high and it is doubtful whether the University will be able to meet all of this from its shoestring budget which must service many other valid competing claims. However, the advantages to the managers of Australia from such a school would be high, and great care must be taken to ensure that scarce resources are not wasted by too wide a scatter over many fragmentary institutions. The British have, after exhaustive enquiry, decided that they need and can finance two big post-graduate business schools only and Australia can hardly expect to finance more. It should be noted that the British schools are joint ventures of Government and the business community and that British business houses put up some $12,000,000 for the capital costs as well as meeting 50 per cent of the revenue charges.

The shortage of money has led to limitations in facilities. The Summer School has had to borrow facilities at one of the University Colleges. This has meant conducting the School during the long summer vacation. The heat of summer is not an ideal choice for an intensive course and only a dedicated staff and enthusiastic students have enabled us to surmount this limitation. Furthermore, staff members have a severely restricted vacation, which is a serious limitation to research and domestic harmony.

The use of borrowed facilities also creates some problems in that they have not been designed for use for an advanced management course and some degree of improvisation is always needed. Several times over the years members of the Board of Management have suggested that we conduct two advanced courses. Whenever this suggestion has arisen, however, the problems involved in providing finance for suitable buildings and staff have led to its deferment.

One major problem of all business schools is the lack of control upon transference of ideas from the classroom to the business situation. We feel that some form of close relationship with the organisations which employ our students would provide greater control and feedback of experience. The medical faculty, for example, has a much closer relationship with the teaching hospitals than we have with business or governmental organisations.

It is not beyond the bounds of possibility to envisage the setting up of a business organisation to provide a teaching institution wherein business school students could serve an internship and practice their profession in a similar manner to the way in which medical and dental students do now. We believe that such a proposal should be given serious consideration.

An alternative which would provide some control and feed-back is the use of senior staff as directors of companies and members of government commissions. It would not achieve the level of transference control we consider desirable, as is possible in the case of internship; but it would help overcome one serious limitation of our present operations.

Another problem which may become very serious in the near future is the shortage of trained and experienced teachers. If, as seems certain, higher education for business is to be expanded rapidly, special arrangements will have to be made to train teachers.

## Future Expectations

The future expectations of development of business education at Melbourne University at present allow for modest increases. We forecast an increase for final year students in the Master of Business Administration programme, currently about 20, to 30 by 1968 and 40 by

1970. These are very modest growth expectations compared with the level of activity which is taking place in Europe, North America, and other parts of the world.

It is possible that a dramatic change could take place under the stimulus of a major grant of funds. If the Australian Government or a large international foundation became convinced of the opportunities and the tremendous gains which would flow from a major investment in education for business, it may be that similar developments could take place as have happened in England recently following the Franks' and Robbin's Reports.

There have been suggestions that Australian business should make major contributions to finance growth of Australian education in a similar way to the fund which was created in England in 1964. Professor N.R. Wills, of the University of New South Wales, rejects this view. He says: "you might just as well get the Australian Medical Association to finance medical education." Professor Wills thinks business education should be financed from normal educational funds. In our view it is highly desirable that both sources of finance should become available. There are many large corporations in Australia which could contribute funds for the growth and development of business education. There is also a growing awareness of the need for this development in university bodies which control the allocation of funds made available by governments. For example, a recent submission made by a planning committee of the University has suggested earmarking a site for a School of Business Administration because it says, "A large growth and development is expected in this discipline."

Another proposal which seems to us to have merit is one of co-operation with business and government organisations in providing an advanced mangement training facility. The suggestion is that a residential training centre be built at the University to cater for the needs of a number of large organisations which are currently conducting their own internal advanced management courses in a variety of rented locations, all of which required some degree of improvisation. If such a facility was provided the University could use the centre for its advanced management programmes and share the responsibility for the total utilisation throughout the year with the other organisations. If this proposal is adopted we can foresee a new era of development of advanced management residential programmes.

Business education throughout the world is expanding at a faster rate than general education. National and international schools are being set up in nearly every country to meet the need for trained executives. The most effective schools are the large post-graduate schools where research and teaching of business administration is conducted in all its fields.

The University of Melbourne can be expected to follow these trends and establish a full scale business school. This will require a considerable expansion in the number of staff, particularly the creation of several new chairs in fields such as Finance and Marketing. When this is done the University will be able to meet the demands of the community for education at all of the levels we discussed before - the under-graduate courses, the post-graduate programmes, the advanced management schools and the external executive development programmes. The benefits to the nation which will surely follow are in our view, self-evident.

## References

1. Cochrane, Donald. "Business Administration at the University of Melbourne," This Journal, Vol. 13, No. 2, June 1957, pp. 21-28.

2. Craig, H.F. "Australian Case Studies in Business Administration," Law Book Company of Australia, 2nd Edition, 1966.

# 33. TRAINING IN B.P. AUSTRALIA

by J.C. LOWE,
TRAINING MANAGER
FOR B.P. AUSTRALIA LIMITED.

## Introduction

B.P. Australia Limited is the marketing company of the B.P. Group in Australia. This group also includes refining companies with their own particular training requirements as well as a number of other rather specialised but numerically smaller associates responsible for exploration, shipping, supply, etc. For the sake of simplicity, the paper will be confined to the training activities of the marketing company, although many of these, and certain others, as appropriate, are carried out by the various associates.

Furthermore, although the direction of the B.P. Group in Australia is entirely Australian there is a good deal of liaison with overseas associates in the United Kingdom and elsewhere and much of the B.P. philosophy of training is reflected in the Australian pattern.

The aim of this paper is to provide a comprehensive picture of the scope of education and training activities being undertaken or supported by the Company.

## Organisation

The Company operates in all States of Australia and the Northern Territory and directly employs some 3,050 people. Head Office is in Melbourne with Branch Offices in each capital city, including a Victorian Branch, also in Melbourne; South Australian Branch is responsible for the Northern Territory. Head Office and Branches are organised primarily into Sales and Market Services, Operations, Accounts and Staff functions. The greatest proportion of staff (just less than half) is employed in Operations, which function is responsible for the planning, design, contruction and operation of the Company's physical facilities ranging from ocean installations to small country depots as well as the tanks, plant and vehicles used for the receipt, storage and handling of products.

The training staff consists of a Manager, Superintendent and Training Officer in Head Office and a Training Officer in each Branch with the exception of Tasmania where the responsibility for training lies with the Staff Superintendent. These officers are generally drawn from line departments, frequently Sales, and themselves equipped with the necessary training skills by the various means available through the Department of Labour and National Service and courses conducted by professional associations such as the Australian Institute of Management etc.

Once equipped, however, only a small part of their time is devoted to teaching. B.P. has long recognised that the fundamental responsibility of training any person lies in the hands of that person's immediate supervisor. This is part of his general responsibility of managing people, the responsibility for seeing that they are both able and willing to do their work and in fact do it. Able implies "ability", willing implies all those concepts of man management that have been so much developed in the last few decades and both words imply "training". This is the job of managers and it would be denying their responsibility if it were taken away from them. The policy of B.P. is not to take it away from them but to help them fulfil it, and that is the major role of training officers throughout the Company. All training activities are designed to that end. The Training officer's job then is largely administrative, examining with departmental management the Company's training needs, devising and organising courses which draw on the knowledge of senior men within the Company and of outsiders, and assessing their effectiveness.

## Objectives of Training

Simply stated, the objectives of training in B.P. are:

(a) to enable an employee to do his job better.

(b) to prepare him for his next job.

This is perhaps an oversimplification which does not convey the full import of the range of activities undertaken and it is necessary to look at some of the separate parts in order to understand the whole.

Starting at the very beginning, the "next job" of the new entrant will be his first in the Company and he will need to be helped by preparatory training to do that job. When he is in the job (and jobs these days are subject to constant change), he may have to be taught how to do that job; this will be dealt with under job skill training. All those who are capable of development have to be encouraged and trained to go on to supervise others and to take more and more creative responsibility. A section devoted to supervisory development will explain what is done in this way. Finally, at all times people have to be helped to understand the organisation in which they work; to know where their work fits into the whole so that they may obtain satisfaction from it. Perhaps this activity can best be described as background and information training. These divisons have only been made to facilitate their study; they are different but interdependent facets of the one activity which could be looked at in any one of a number of other ways.

## Preparatory Training

The most general activities under this heading are the induction programmes conducted in Head Office and all Branches for new employees. In addition to the normal departmental introduction, there may be visits to an installation, a refinery or a tankship and talks by executives on the function of their various departments. Although these courses and programmes involve the greatest numbers, no less important are the specialised induction programmes designed for individuals, e.g. a newly graduated engineer or chemist who must receive preparatory training in the particular industrial application of his already learned profession.

The Company's two major training schemes could also be considered as preparatory training, albeit rather extensive. These are the General Training Scheme and the Commercial Training Scheme.

(a) The General Training Scheme: This scheme is designed for newly-recruited graduates in Commerce, Economics, Law, Arts and in some cases, the Technical Faculties, and for men with similar qualifications drawn from within the Company's own ranks. They are usually between 21 and 26 years of age and undertake a planned working experience programme of about 2¼ years. Basically this consists of a year each in Sales and Operations where the trainee actually holds jobs and carries out assignments at all levels of the function - in the field, in Branch Office and then Head Office, so that he is enabled to see the job from all viewpoints and as a whole. The remaining three months is taken up with a series of shorter attachments to the various specialist departments, attendance at appropriate courses and a final orientation toward the department to which he will be initially posted, on completion of the training period. The total establishment of this scheme at any one time is ten, involving a recruitment of four to five a year so that a fair degree of selectivity is exercised.

(b) The Commercial Training Scheme: which was, until recently, known as the Junior Training Scheme recruits boys of 18 years or thereabouts at Matriculation standard. Their training is both in physical and administrative operations, carried out on the job, and normally extends full-time over a period of about four years. This may be varied according to age on commencement. As well as the every-day work, there is an obligatory study requirement which, in many cases, will be a University course, but may be a Diploma of Business Studies leading to an Accountancy qualification or some such equivalent. These studies may extend well beyond the time of the trainee's passing out from the scheme but there is provision for a proportion of trainees to be given leave and a living allowance enabling them to attend University full-time for one or two years following a successful part-time record. A trainee may be removed from the scheme if either his work or study record is unsatisfactory. There is an Australia-wide establishment of 65 trainees in this scheme.

## Job Skill Training

Those subject to this training are again drawn from two sources - new recruits and from within the Company. To carry out any job, a man needs certain qualities, knowledge and skills. The selection process for a particular job will be concerned with the personal qualities of the candidate who then needs to be provided with the knowledge and skills which he does not already possess. To take the case of a trainee sales representative, it is likely that one being transferred from the internal sales department would possess much of the knowledge of forms and procedures but he would need to acquire selling skills. On the other hand a recruit from outside would, in all probability, be a salesman with some experience and need to learn how to carry out Company procedures. To reconcile these two needs, a training syllabus is used which sets out what the trainee needs to have covered during his training. To carry out this in full would take some fifteen weeks but based on this syllabus, an individual programme is drawn up for each trainee omitting those things in which he is already competent. Average programmes of 10-12 weeks result. A similar approach is used in driver training, where procedures rather than driving skills need to be taught, for depot superintendents and a number of other jobs involving fewer people. It is worth noting that the bulk of this training is not carried out by a training officer, or in a training centre, but by the person in the line who himself possesses the necessary knowledge or skill. This approach presupposes that such a person will himself have some skill in communicating, particularly instructing and so this may have to be built into his own job skill training. It is always a requirement in a supervisor's development.

## Supervisory Development

No course of training for supervisors or managers is of lasting value without organised guidance on the job by their own managers and an environment which allows them to be moved to other jobs from which they will obtain useful experience. Training courses are intended to supplement this guidance, not replace it. The process of development involves progression from the exercise of some particular responsibility perhaps professional, as an engineer or accountant to the next stage of taking responsibility for the work of others. It is the control of people, processes, and capital assets which distinguishes the supervisor from the operator or technical expert.

The provision of basic training courses in supervision and their continuing development for the needs of different supervisory groups has been one of the major activities engaging the attention of B.P.'s central and branch training staff over the past ten years. From an initial awareness of the need in the case of Depot Superintendents in 1955 and a series of residential conferences to meet them has stemmed an almost insatiable demand for similar training for other advisory groups. Some provision was made in each scheme for the functional areas in which each body of supervisors was involved, but the primary emphasis was always put on man management and a number of subjects dealing with this (principles of supervision, human relations, communication etc.) were handled on a more or less identical basis in each case.

These conferences were conducted at various locations around Australia for groups of 15 to 16 people at a time. Considerable emphasis was placed on practical work, case studies, role-playing and discussion rather than lectures. Again a by-product was that the line supervisors involved in the conduct of the courses needed to be trained in the skills of conference leading to enable them to play their part. At one time to overtake the backlog and meet the demands of new groups up to six of these conferences a year were being held and only the Sales and Operations functions were to any extent involved.

In 1962 a pause was taken to review the situation and it became obvious that the supervisory training of other comparatively senior supervisors in the office - in Operations and Accounts and some of the specialised departments - were not being cared for; these included branch chemists, accountants, engineers, public relations officers etc. It was then decided that a general supervisory training course on a residential basis should be devised to meet the needs of supervisors at the middle levels in all departments and that once this was done, the separate conferences for sales and installation supervisors should cease.

It was believed that the new broader based supervisory training scheme would serve the Company's interest at this stage of its development better than the previous ones, if only because it was better designed to build up the inter-departmental understanding and co-operation which separate schemes could not so easily achieve. The new scheme would cover the essential supervisory sessions of the current ones, retaining those sessions on administration, human relations, communication, etc., but those subjects of direct concern to individual departments would need to be replaced by subjects of more general application and interest, such as operational research, planning and control, and a number of practical techniques based on the theoretical work. These views were endorsed by branches and agreed to by the Head Office Training Committee in February 1963. The Committee's decision was subsequently approved by Management and has now become part of the Company's supervisory training policy.

There were approximately 100 supervisors throughout the Company who had not taken part in Sales or Operations supervisory conferences at this level and the first stage of their development was catered for by a series of field conferences, each of 16 persons. Table 1 is included to show the initial pool of eligibility and the continuing nature of the demand.

Table 1 General Supervisory Training Scheme-Project 2

| | Eligible April 63 | Attended Confs. 1-6 | Eligible June '67 |
|---|---|---|---|
| Accounts incl. E.D.P. | 21 | 21 | 90 |
| Sales | 18 | 34 | 22 |
| Operations | 20 | 17 | 18 |
| Engineering | 21 | 15 | 10 |
| Staff | 1 | 1 | 3 |
| Public Relations | 6 | 3 | 3 |
| Legal and Investment | 1 | - | 4 |
| Market Services | 12 | 5 | 8 |
| | 100 | 96 | 77 |

These figures do not imply that everyone in the pool would in fact be selected to attend a conference; some for age or other reasons would not be. The figures in respect of sales supervisors warrant an explanation. The sales pool would be larger than the others but at the time of the initial count most of them had attended a sales supervisory course. A high proportion of promotions are from sales and the replacements would all then become eligible for this training. The main point to be noted from table 1 which has been used as a typical illustration of what happens in practically all Company training areas is that the position is dynamic, never static. An initial concentrated effort is needed to cope with backlog but there are very few "one-off" exercises; training the whole staff for the introduction of decimal currency was a typical "one-off" exercise but usually every programme that is started has to be maintained and revised and carried on at a stabilised level as well as providing suitable follow-up for those who have already attended. The snowball effect can be a little overwhelming at times.

A similar development scheme was also introduced for more senior supervisors emphasising the basic management skills, particularly those additional to the supervisory ones and introducing them to the process of management as expounded by Koontz.[1]

As a nucleus of men who have attended these courses grows in each Branch to a suitable size, they are encouraged to form discussion and project groups in which they may be challenged with real problems. Some have linked up with external productivity groups. Training Department feeds out material for discussion from time to time; up to date writings on subjects covered during the courses are an example, but the essential thing is for the men to be reminded that the materials and ideas to which they were exposed during a course of training are only the beginning; that they have an everyday application on the job and can also be studied in greater depth as the need is revealed.

The two series described in some detail cover the formal training of the large supervisory groups within the Company. More senior people and some selected from these groups attend suitable external or overseas courses. Among these are: -

(a) In Australia: The Australian Administrative Staff College
Intermediate and Advanced Courses
Melbourne University Summer School of Business Administration
Australian Institute of Management Adelaide Short Executive Course
and
Australian Institute of Management Brisbane similar course
University of New South Wales Executive Course.
Australian Institute of Management Sydney Division Management Course.

(b) Overseas: As B.P.'s origins are in the United Kingdom, not the United States, no Australian staff members have been sent to the Management schools at Harvard or Hawaii but as opportunity affords, use is made of B.P. London courses.

## Information and Background Training

In a big Company there is always the problem of ensuring that the staff are aware of what the Company is, what it is trying to do and where their part fits in. This is not always recognised as a training need and much is indeed covered by some emphasis on normal communication channels and methods (which form a part of the supervisory training).

When a man is first promoted to a position where he needs to know a deal more about the Company and its activities outside his own field of experience, it is not practicable nor economical for his own supervisor to give him all his knowledge. Central information courses are therefore conducted for groups of 18 people to meet this need. Two per year are at present adequate to keep pace with the numbers. All general trainees attend one of these as part of their full programme. The principal method of training that has to be used in this essentially information-giving course is the lecture but every opportunity is taken to reinforce this with films, charts, aids, etc. and at least 40% of the total time of forty hours is devoted to questions and discussion between the participants and the speakers, who include the Company's most senior executives.

## B.P. Education Scheme

In addition to the policy of compulsory study for Commercial trainees it is the Company's intention that every member of the staff should be encouraged and enabled to undertake part-time study with a view to obtaining qualification at as high a level as they are capable of reaching. The B.P. Education Scheme was introduced in 1962 to put some form into sundry arrangements that had previously been handled on an ad hoc basis.

The essential points of the scheme are that any staff member qualified to undertake a course of study (or even a single subject) may do so, provided that attendance at such a course is in the interest of the Company. This is interpreted very widely, but it would not be envisaged that a member would study medicine at Company expense.

The basis of reimbursement is 100% of fees incurred, payable 75% in advance in the first year and in subsequent years depending on successful completion of subjects studied. Twelve and a half percent of the total fees incurred is paid on successful completion of the course and the remaining 12½% two years after completion providing that the student is still in Company employ.

There are other details covering provision and allowances for such things as text books for Commonwealth scholarship holders, changeover to full-time training, living allowances, vacation employment, time off for study and examinations. The scheme is administered by local committees in each Branch and a General Education Committee in Head Office to whom unusual or precedent cases may be submitted for decision. These committees consist of the line managers of each function, e.g. Branch Accountant, Sales, Operations and Staff Managers and in addition to initially approving a course of study for an individual they, or their deputies, review progress each time a claim is made for payment.

Because of the relatively few restrictions on entry a number of people were allowed to start courses in which they failed subjects and subsequently did not complete. Others, perhaps failed one or more subjects, repeated at their own expense, and came back into the scheme. These things, while disappointing, were not unexpected in a scheme of this nature. The aim has been to improve the record of successes by counselling and assistance both in the choice of suitable courses and study institutions and also in actual help with study if required. There are, of course, many qualified people in the Company willing to help with problems that may be met. At the same time it is not intended that the entry conditions should become so restrictive as to prevent anyone who might benefit from attempting a course. In a large company, there are suitable niches for all and it may be that someone who has completed two thirds of a course and then dropped out is of more use to the company and in a better position than if he had never started it.

An indication of results over the last three years is given in Table 2. It should be noted that a subject might be at Leaving or University level or fall anywhere between the two.

Table 2

| | 1964 | 1965 | 1966 |
|---|---|---|---|
| Total No. in Scheme | 249 | 241 | 211 |
| Subjects Sat (results known) | 395 | 352 | 320 |
| Subjects passed | 238 | 228 | 224 |
| Subjects failed | 157 | 124 | 96 |
| % passed | 60.2% | 64.8% | 70% |
| % failed | 39.8% | 35.2% | 30% |
| Did not sit | 3 | 24 | 13 |
| Resigned or transferred | Not Recorded | 22 | 27 |
| Discontinued | 2 | 5 | 10 |
| No result at time of compilation | 7 | 2 | 3 |
| No year and exam | - | 2 | 8 |
| Total expenditure | $9,605 | $9,584 | $8,346 |

## Conclusion

It may be appropriate to conclude with a statement from an article written by Walter Evans, Training Manager, B.P. London which effectively sums up what this paper has been attempting to convey.

"It is the responsibility for ensuring that these things are dealt with in the right way and at the right time which constitutes the training officer's job. It is not his job to teach people how to do things and it is certainly not his job to teach men how to be managers. But it is his job to see that all men within the Group get such opportunities for learning as they would seem to be capable of using and also to see that the managers within the Group do in fact pass on their knowledge and information to the men who work for them.

In B.P., as in all developing companies, this can never be a static situation. Each year the training problems are different but, so long as we have managers of quality the problems will be deal with; and so long as the problems are dealt with, we will have managers of quality."

Reference

1. Principles of Management Koontz & O'Donnell (McGraw Hill)

# 34. IN-PLANT TRAINING AT B.H.P. NEWCASTLE

by J.E. LEWIS,
EXECUTIVE OFFICER OF ADMINISTRATION,
B.H.P. NEWCASTLE, N.S.W.

## Introduction

It is perhaps necessary first of all to sketch in outline the structure of the organisation that we are considering and indicate something of its needs and problems in training its personnel. The Newcastle Steelworks is a member of the B.H.P. Group, which comprises some 17 different companies under common management. Some of these companies are very large and some are quite small. They all have basically the same training policy, although naturally details will vary according to the size, nature and location of the plant.

A fundamental management principle of the B.H.P. Group is that "promotion shall be from within" - that is, that progression to top management levels shall generally be from the lower levels of management in the group. There are a few exceptions to this general rule, but they relate mainly to the appointment of specialist officers in such disciplines as computer programming, where technological advance and expansion has outstripped our in-plant training facilities. These appointments however are never to the top level of executive control.

Looking for a moment at the scale of the operations that we are considering, it can be said that the group has a total of some 50,000 employees. It has about 1,100 qualified officers of degree or diploma status; about 600 other officers of so-called "technician" status and about 6,500 tradesmen in its employment. The group has a capital expenditure budget in excess of $150 million per annum.

To provide replacements for these trained personnel, the group has some 4,600 young men and women in training, at three main levels as at 31st May, 1967:-

| | | | |
|---|---|---|---|
| Degree level | - | 571 | (Technologists) |
| Certificate level | - | 945 | (Technicians) |
| Apprentice level | - | 2,937 | (Tradesmen) |
| Total | | 4,581 | |

Turning now to the Newcastle Steelworks, of which we have a more detailed knowledge, we have a total of 11,500 employees. There are approximately 160 degree trainees, 230 certificate trainees and 900 apprentices, a total of 1,300 all told.

This paper is concerned with the way in which we train these young people.

## History and Development

The Newcastle Steelworks, which is the oldest, but not the largest of the B.H.P. plants, has had an official "in-plant" training programme for over 50 years, in fact since 1914, when the first four apprentices were engaged. In that fifty years there have been many changes and many developments have taken place - it is certain that many more will eventuate in the future.

As it stands at the moment, our "in-plant" training scheme may be divided into seven main categories:-

(i) Operator
  - unskilled and semi-skilled plant operatives.

(ii) Supervisor
  - 1st line management (i.e. foremen).

(iii) Apprentice )
(iv) Certificate trainee )already described.
(v) Degree trainee )

(vi) Cadet
  - recruited direct from Universities on graduation, without previous works experience.

(vii) Management (or executive) development
  - subsequent training and development of junior and middle management personnel, primarily graduates from categories (v and vi) above.

## Organisation of Training

The day-to-day administration of the training scheme is the responsibility, amongst other functions, of the administration department located at each major steelworks. The details of these departments vary slightly from works to works, but a typical organisation chart is shown

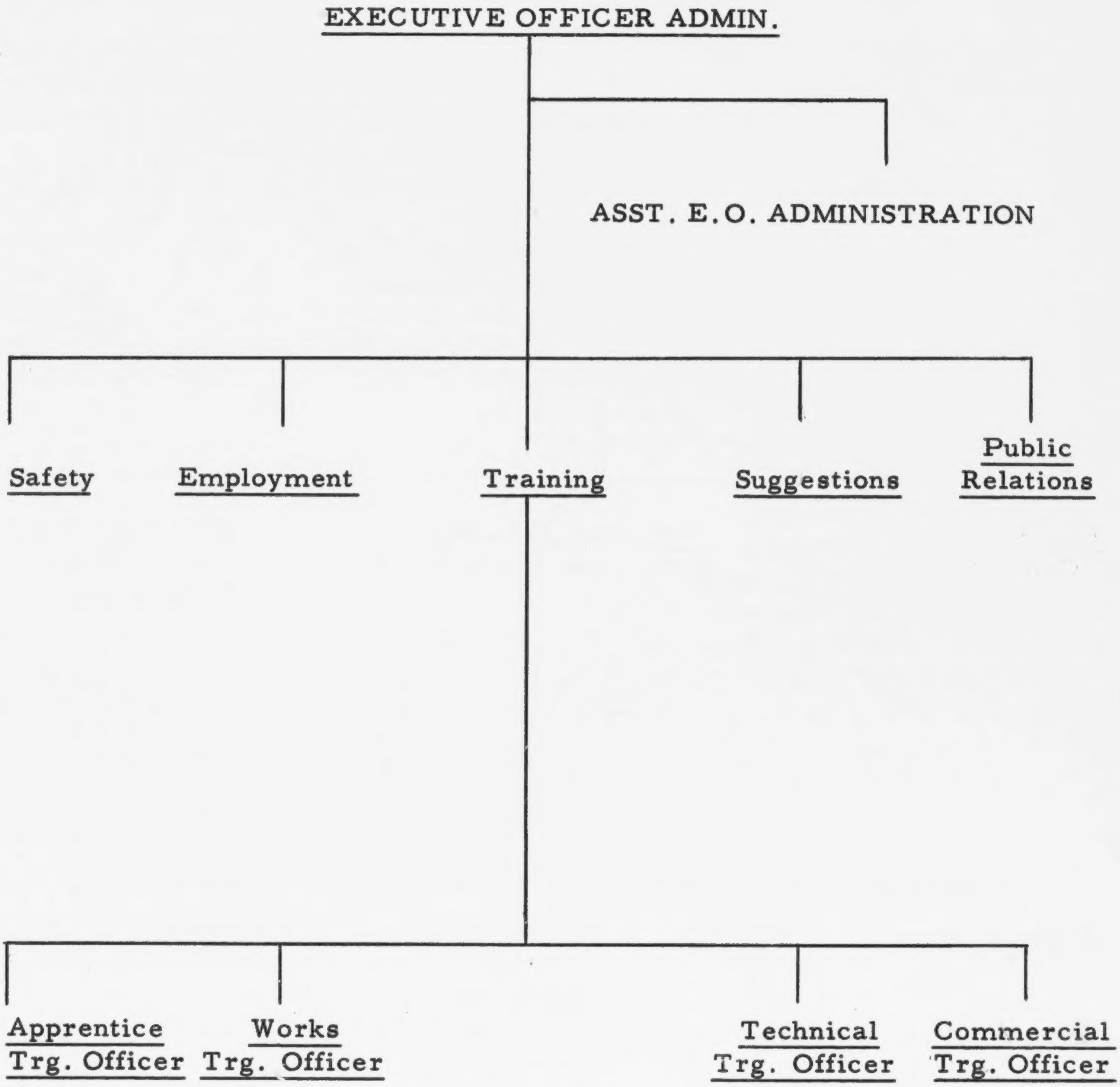

EXECUTIVE OFFICER ADMIN.
ASST. E.O. ADMINISTRATION
Safety
Employment
Training
Suggestions
Public Relations
Apprentice Trg. Officer
Works Trg. Officer
Technical Trg. Officer
Commercial Trg. Officer

FIG. 1

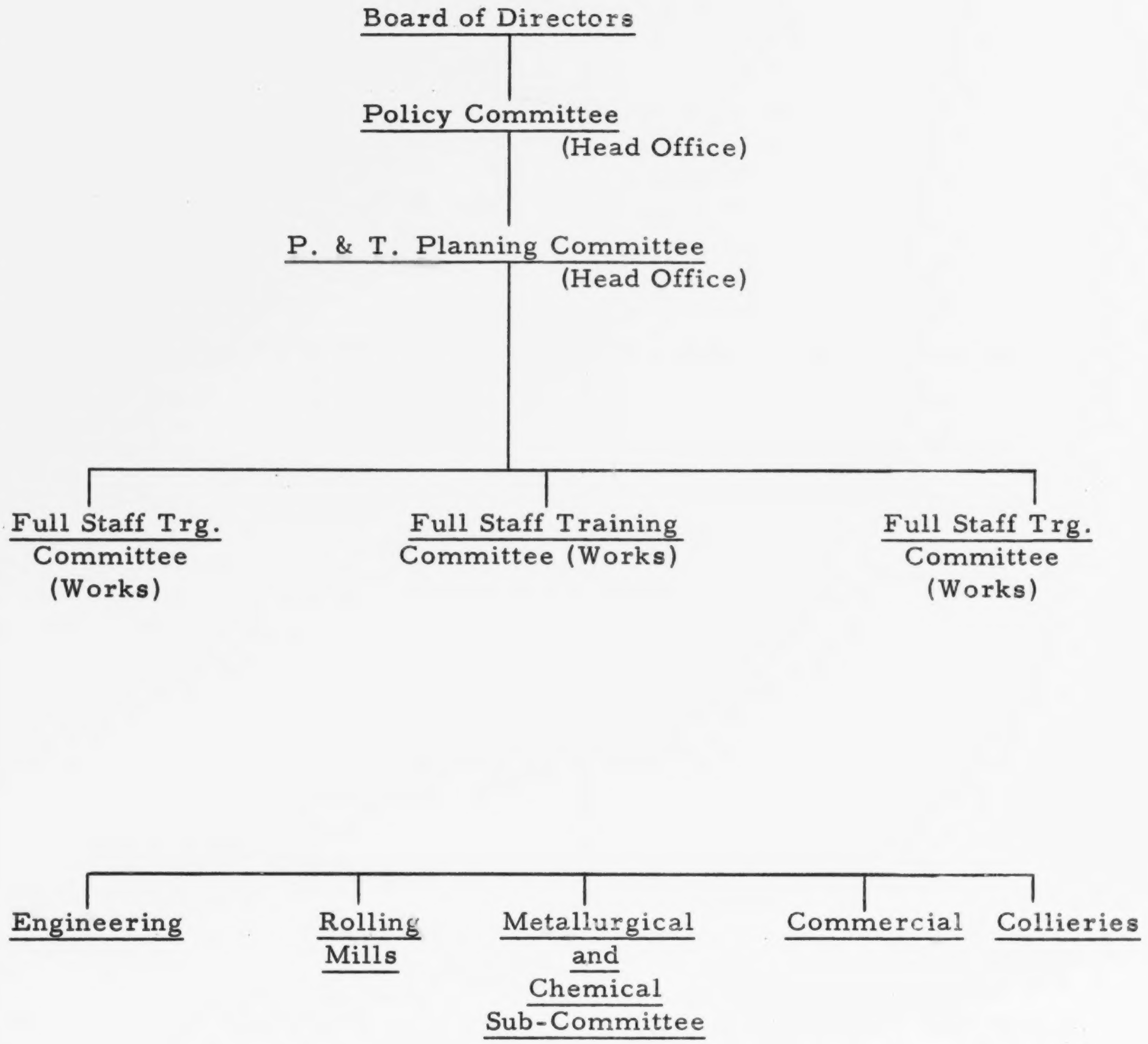

Board of Directors
Policy Committee
(Head Office)
P. & T. Planning Committee
(Head Office)
Full Staff Trg. Committee (Works)
Full Staff Training Committee (Works)
Full Staff Trg. Committee (Works)
Engineering
Rolling Mills
Metallurgical and Chemical Sub-Committee
Commercial
Collieries

FIG. 2

in Fig. 1. Decisions involving matters on which policy has been determined and authority has been delegated are dealt with by the training officers concerned, under the supervision of the executive officer administration. He in turn is responsible to the general manager of the plant concerned for the general running of his department, but receives instructions from the general manager administration, through the executive officer personnel & training, who is located at Head Office, on matters specificially relating to the training function.

A separate organisation exists to determine training needs and policies. This is shown in outline in Fig. 2 and comprises a number of sub-committees at works level, each with a specific functional area of responsibility to cover. Authority to deal with certain matters is delegated to these sub-committees and they make decisions accordingly. Such matters would include review of each trainee's technical and academic progress, adjustments to individual curricula and the like. They also recommend to the full staff training committee meeting, which is held every six months, any matters that they are not authorised to deal with and any matters relating to policy on which a decision is required.

The full staff training committees - one at each major works - similarly make decisions in areas for which authority has been delegated to them. They make decisions on those matters with which they are competent to deal and pass the remainder to the personnel and training planning committee, which consists of the officers in charge of administration from the various works and from Head Office. This committee also meets twice each year, at Head Office in Melbourne, and has authority to decide almost all matters of policy, except those relating to salaries and conditions of employment. These have to be referred to the policy committee meeting, which comprises all the general managers, from Head Office and the major works. It is chaired by the chief general manager and its decisions are generally final, although certain aspects may still have to be reviewed by the Board of Directors. It would however, be very rare for the board to refuse to agree to a recommendation coming forward from the policy meeting.

## Method of Training

In the first two categories listed above, i.e. for operators and supervisors, it is customary for the works training section to arrange wholly "in-plant" training. This may take the form of short full-time courses, ranging from one to five days, which are arranged and given by works training officers. The scholastic requirements of categories (iii, iv, v) that is apprentices, certificate trainees and degree trainees, is far too extensive for this training to be given on an "in-plant" basis. These students are therefore required to undertake the appropriate part-time courses at either the local technical college or university. For this purpose, leave with pay is granted by the company concerned, up to 8 hours per week, and tuition fees are either paid direct - as for apprentices - or rebated on successful completion of each subject. In addition, students' salary increases annually in accordance with a schedule which is dependent, inter alia, on the number of subjects completed in the appropriate course. Whilst on the plant, each student follows a curriculum of practical training, which is co-ordinated with his academic studies and provides sound practical experience to complement them.

Provision also exists whereby the more academically able of the degree students may transfer to full-time university studies after two years satisfactory part-time studies and more and more students are taking advantage of this attractive scheme.

## Supplementary Training

This is a system of "in-plant" personal development training which is offered to apprentices for the first 2 years of their engagement; to certificate trainees for 4 years and to degree trainees for 6 years. In the latter two categories this supplementary training extends over the full term of their formal training.

This training is administered in the case of apprentices by company training officers and certificate and degree trainees are in the hands of the Department of Adult Education of the University of Sydney.

Training initially takes the form of lectures and discussions to a set curriculum, although as certificate and degree trainees progress, there is provision for a measure of election in the subjects studied. Initially, this training is organised on the basis of four hours per fortnight or eight hours (one day) per month, but it is planned that eventually tuition for degree students in their 5th and 6th years will take the form of one-week seminars.

The objectives of this form of training are rather different from those for the formal technical training obtained at the technical college or university and have been defined as follows:-

"To assist students -

(a) to become better citizens and hence more responsible employees.

(b) to think more logically about their work and social problems and hence make better decisions in these fields.

(c) "to learn more about their own company and its history, policies and plans."

In the case of degree trainees these objectives have been extended to include -

(d) "to learn the elements of management techniques."

This training, initially in the form of discussion groups, supported by lectures and films, covers such topics as company history and development, future plans for the industry, personal budgets, the economics of home-owning, social problems and some aspects of community affairs. In subsequent years such subjects as the Australian economy, national affairs and international affairs are studied. As stated above, the degree trainees in their final years study the elements of management techniques and related topics.

### Management Development Courses

The B.H.P. management development plan is based on the premise that the growth and development of each officer, after reaching a certain stage in his education, becomes increasingly, his own personal responsibility.

This concept recognises that motivation is of equal importance to intelligence and education in determining the level of success to which any officer may aspire.

It follows therefore that the role of the company in its executive development programme is limited to making available such example, precept and instruction as is necessary to assist every individual officer to realise his full executive potential.

A. Objectives: The objectives of the company's staff development programme may be stated as follows:-

(i) To ensure a continuing supply of well-trained and competent officers to fill junior management levels and to provide an adequate number of suitable candidates for higher positions.

(ii) To raise the standard of performance of officers in their current areas of responsibility.

It would be appropriate at this point to set out in more detail the theory of the "pool" concept of executive development, as compared to the so-called "crown prince" system.

The pool system envisages that up to a certain stage in their development, all officers should undergo much the same kind of basic training. In the first place, they should be educated to an acceptable level of competency in their chosen discipline, be it science, engineering, economics or any such field. In our context this is achieved by assisting junior officers to complete graduate-level courses in these disciplines, either through part-time or part-time/full-time traineeships, by granting full-time scholarships or by recruiting cadets at graduate level.

Secondly, it must be ensured that all officers in the pool have received adequate instruction and practice in certain basic administrative skills, which cannot usually be imparted in a university course. The areas in which these skills are required may be summarised as follows:-

(a) Company policies and procedures, in order to ensure that the officer may function effectively within the Company organisation.

(b) The basic techniques of communication of ideas and orders, such as conference leadership, public speaking, report and letter-writing and the more sophisticated techniques of interviewing and counselling.

(c) Interpersonal relations (sometimes called "human relations") so as to improve the officer's ability to work harmoniously with others and to increase his understanding of "the human situation". This involves some knowledge of elementary industrial and social psychology and some experience in problem-solving techniques.

(d) Basic management techniques, essential to the efficient control of any enterprise. These include such aspects as production and financial control, electronic data-processing, quality control, industrial relations, operations analysis and research and marketing and customer service.

Thirdly, all the officers concerned, by an adequate system of rotational training, must have had an opportunity to serve under a number of different senior officers, to have observed their strengths (and weaknesses) and to have absorbed by example and precept, the basic arts of management. Preferably, they should also have had an opportunity to practice some of these arts in a limited sphere and thus to have been able to learn from their own successes and failures.

It is envisaged that when the supplementary training scheme is fully developed, trainees, whether part-time or part-time/full-time, will have completed their basic training in these administrative skills at the same time as they finish their academic training, that is, at the time they graduate. Scholarship holders and cadets will not have received this instruction and special arrangements will have to be made for their training during their early years with the company.

This "pool system" has been under fire recently from various industrial psychologists and management consultants. They suggest an alternative, sometimes known as the "crown-prince" system, which postulates that the duties and functions of top managers are very different from those of junior managers. They argue then, that junior officers exhibiting executive talent should be identified at an early stage and given suitable training and experience, whilst those of lesser ability should be trained on a less intensive basis. This proposition has been declared quite unacceptable by our senior officers, for a variety of reasons. Not the least of these reasons is the fact that no one to date has evolved an adequate system for early identification of executive talent.

B. Subsequent Development: Having completed this basic programme of staff development, it is implicit in our theory of executive development that any further formal training should be largely voluntary. The process of "on-the-job" training will of course continue, since this is a matter of daily contact with senior officers. Also, our system of performance review, which is now in process of formalisation, provides for counselling and advice by the senior officer in accordance with the indications of the annual review.

However, the role of the training officer from now on is confined to offering appropriate development courses as requested by, or for, the officers concerned. He can do much to encourage officers to undertake further developmental courses, by making them interesting, authoritative and timely. But henceforth he can only offer the courses - he cannot insist that anyone attend them.

It is envisaged that a number of "ad hoc" courses in the areas of administrative skills set out above, will initially be offered to officers in their first few years after graduation. These will act as "pick-up" and refresher courses, catering for those officers who have either not attended them previously, or who need to be brought up to date in certain aspects. They could also be offered at a rather more advanced level than previously. At the same time, opportunity will be given for all officers to broaden their education and outlook, by attendance at the non-vocational "liberal studies" programme now being offered on a regular basis and which will be explained in more detail later in this paper.

Selected officers are later nominated to attend the company residential management seminars held twice a year at Kalorama, near Melbourne. There they study essentially company-based subjects, but deal with them on an organisation-wide basis. There also they meet officers from the other companies of the organisation and are instructed in policy and procedures by very senior managers.

Progressing further, officers are eligible for nomination to residential courses organised by outside bodies, such as the Australian Administrative Staff College, the Melbourne Summer School of Business Administration and the University of N.S.W. Business Administration courses. Here the officers concerned meet executives of equal rank from every large company and organisation in Australia, including trades unions and State and Federal authorities, for discussion and study of the wider aspects of management.

Finally, senior officers are selected to attend advanced management seminars at overseas universities and colleges. Courses attended in this way include those offered by Universities of Harvard, Columbia, Cornell, Pittsburgh, Washington and Hawaii and Carnegie and Massachusetts Institutes of Technology, as well as the Administrative Staff College at Henley in England.

## Liberal Studies Programme

The foregoing system of technical training, as it has been developed over the years, has been of tremendous value to the B.H.P. group. It has provided, and continues to provide, a constant flow of well-trained managerial talent, without which the group could not possibly have progressed as it has. The "in-plant" training system has been as important a source of human resources as the iron ore quarries and coal mines have been of material resources.

But it seemed to some of the training officers of the group that this system, efficient as it might be, yet still lacked something of importance. These training officers were conscious as a previous Senior Lecturer in The Department of Adult Education said in his annual report, "The pressures upon young men to obtain technical qualifications were so great as to inhibit their personal development; that for the greater part of their lives they were confined to the narrow world of industry and technology."

They were also conscious of the modern theory of management, which says in effect that a manager has a responsibility not only to his shareholders and to his work-force, but also to the wider community within which his company exists. If the manager has a responsibility to the community, he equally has a need to know and understand how that community functions.

It was therefore felt that a need existed for some form of liberal studies programme, to be offered to graduate officers of the steelworks and associated companies, on a voluntary attendance basis. The assistance of The Department of Tutorial Classes now called The Department of Adult Education of The University of Sydney, was enlisted and the continuing strong support of this Department is gratefully acknowledged. Without it, there would have been no liberal studies programme as we know it today.

A. Objectives: During his introduction to the first (residential) course of the programme in February 1961, the director of studies stated the purpose as "not to teach management principles, but to widen horizons".

In October 1962, a group of works executives, many of whom had attended the first course, met to discuss the question:

"What should be the objectives of an Executive Development Programme?"

These executives had by then completed almost two years exposure to a continuous programme of liberal studies.

They concluded "with a good deal of unanimity" that the objectives should be:-

(i) To give an appreciation of modern management techniques and prepare staff members to improve themselves at (their) work and for higher positions.

(ii) To give an appreciation of the role and workings of all agencies and institutions operating within the modern industrial society.

(iii) To develop the intellectual capacity of the individual to help him to develop his own personality and to avoid becoming a mere conformist.

(iv) To broaden the individual's knowledge and outlook.

(v) To develop the ability to express oneself and communicate ideas and to develop the art of relaxation while studying something worthwhile.

(vi) To continue education throughout life.

We might ask: "did the original director of studies achieve his purpose? Would that group have concluded a similar set of objectives without their two years participation in a liberal studies programme?" Suffice to say, the studies director chose to adopt this statement of objectives as a basis for the programme since that time.

B. History and Development: The University organised the first two residential courses for groups of executives in a university college in Sydney. Each course ran for seven days. The topics ranged through industrial history, economics, psychology, industrial relations and government, to philosophy. The lecturers were senior academics. In addition to the lectures, topics were assigned for investigation and report by small groups of students in syndicates. The group members reacted by requesting a continuing follow-up programme. The University arranged monthly evening lectures programmed to cover economics, trade unions, social psychology, history, philosophy and administration. Senior executives, additional to those who attended the residential courses, were invited to join in this programme.

In 1962, the invitation was extended to cover individuals in intermediate management positions. The programme included segments devoted to public administration, politics, international affairs, philosophy, regional research and management theory and practice.

In addition to re-affirming the programme objectives as previously mentioned, the executives recommended the 1963 course should:

"be designed in such a way as to devote several lectures to each subject giving as many angles and points of view as possible; that the group should meet weekly ...

"The subjects to be covered should include:-

industrial relations; national affairs; international affairs; the arts; individual and social psychology."

The University formulated the programme as recommended with three to five lectures in each segment. The group met at weekly intervals during each segment with a break of two to three weeks between segments. The arts topics were confined to literature and included lectures on the novel, essay and poetry.

Subsequent development has shown a movement towards deeper and more concentrated study. Whilst the plenary sessions have been retained, linked in the five broad categories already mentioned, there has been a tendency to structure a number of short but relatively intense seminars, offered to a limited number of students and examining a topic in much more depth than is possible in the plenary sessions. A variation tried in 1967 with some success was the suite of plenary sessions on a common topic, using a number of speakers to cover various related aspects.

In his review of the programme about 1965, the director of studies observed:-

"The first five years of the programme were undoubtedly successful in stimulating a demand for deeper and more concentrated study. From the first year's relatively isolated and unlinked series of lectures, there has been a steady development towards the examination of broad fields in groups of lectures, sometimes by different lecturers, sometimes by the same lecturer"and it included topics such as The Federal Elections, Research on Prawns, Rhodesia, Compelling Demands for Water.

C. Present Structure: The 1967 programme exemplifies this trend.

It concludes with a suite of sessions on the topic of "Australia's defence", given by a number of nationally recognised authorities on this topic, each with his own viewpoint.

The programme will continue with a five-session seminar, limited to 20 students, covering "Australia's economy" and using mainly lecturers from the University of Newcastle. The plenary sessions will then resume and will include at least two fine arts sessions.

Reading Material: An important adjunct to the supplementary training and liberal studies programmes has been the regular and organised distribution of general reading material to members and graduates of the company staff training scheme. By arrangement with the Institute of Public Affairs, all receive the two-monthly I.P.A. "Facts" bulletin. Several groups subscribe to the University of Sydney's fortnightly "Current Affairs Bulletin".

During the academic year, the Department of Adult Education in Newcastle, issues each week a six page foolscap bulletin known as "News Pointers". The weekly circulation to steelworks employees totals 900. By arrangement with the publishers, articles are reproduced from a number of overseas and local journals as well as from scripts supplied by the Talks Department of the Australian Broadcasting Commission.

"News Pointers" also recommends periodicals, books, plays, concerts, films, T.V. and radio programmes, and public lectures, meetings, courses, etc.

# 35. THE AUSTRALIAN INSTITUTE OF MANAGEMENT AND ITS WORK

by W.A. BAYLY,
MANAGER,
ADELAIDE DIVISION.

## General

The Australian Institute of Management was established in Melbourne in 1941 as the Institute of Industrial Management. Today under its present title, it is well established as "The National Management Organisation". It has some 13,000 members throughout the country, 10,000 being graded or professional members, and 3,000 company members.

The general objective of the Australian Institute of Management is the raising of standards of management in the community and the maintenance of the higher standards achieved. The Institute is a non-profit, non-political organisation. In meeting its objectives and playing its part as "The National Management Organisation", the Institute's role is five-fold -

Professional
Development (Education and Training)
Service (Information, Problem Solving, Research, Guidance, etc.)
Representation of Management
International Participation.

The Institute is organised into seven major Divisions, each of which possess a high degree of operating autonomy. At the national level the work of the Institute is co-ordinated through a Federal Secretariat. It is also active in the international management movement being a member of both the World and regional bodies (C.I.O.S. and I.P.C.C.I.O.S. respectively).

## Formation and Background

The first management organisations formed in Australia grew separately from associations of foremanship students at technical colleges in Melbourne, Adelaide, Newcastle and Sydney in the years just prior to the beginning of the second world war.

The first Institute of Industrial Management was inaugurated in Melbourne in September 1941, with Mr., later Sir John, Storey, as

Foundation President. Similar institutes were formed in Adelaide and Newcastle in 1944 and in Sydney in 1945.

A Federal Council of the Institutes of Industrial Management was formed in 1947, and in 1949 the name was changed to The Australian Institute of Management.

In 1950 Brisbane division was established, Tasmania in 1957, and in 1958 Perth division and Canberra branch were inaugurated.

In 1960 the Federal Council acted as host to the International Management Movement when it organised the C.I.O.S. XII world congress (C.I.O.S. - Comite International de l'Organisation Scientifique). At this time also, the Regional Organisation of C.I .O.S., I.P.C.C..I.O.S., was established. (I.P.C.C.I.O.S. - Indo-Pacific Committee of C.I.O.S.).

## Membership

Membership of the Australian Institute of Management is open to all who are involved in management or interested in supporting the Institute and through it the management movement. There are three distinct categories of membership:

Professional or Graded Membership, Service Membership, Company Membership.

Professional or graded Membership provides an accreditation of management standing, which is being increasingly recognised in the community, based on educational and practical criteria. The three grades of membership are:

Fellow, Associate Fellow or member, Associate.

Service Membership provides a means of joining the Institute and thus being identified with the management movement, for those who may not qualify or do not wish to apply for graded membership. Such members are known as Subscribers, or Affiliates in some divisions.

Company Membership: By joining this category, an organisation can support the work of the Institute and simultaneously gain access to the services the Institute provides.

## Operations

In achieving its objectives the Institute has five main areas of activity:

Professional
Developmental
Service
Representation
International Participation.

### A. Professional

The Institute is directly concerned with standards of management performance and with the promotion of sound management practices. This is achieved through graded membership and by the provision of special services aimed to foster among managers a consciousness of their true role and responsibility in the community.

### B. Developmental (Education and Training)

Since its inception the Institute has made an important contribution, through its management education and training programmes, to the advancement of knowledge and the improvement in performance of practising managers. In this area the work of the Institute provides a link between the formal teaching of the academic institutions and on-the-job training and development.

#### (i) A.I.M. General Education Programme

The basic objective of this area of A.I.M. Management Development is to provide knowledge and a better understanding of specific subjects which have a direct practical bearing on the job of management. Generally such activities are designed to inform managers and executives, update their knowledge and make them aware of new trends, techniques, and thinking, to broaden their knowledge and make them more effective in their own speciality.

The activities which comprise the education programme provide an opportunity for mutual consideration of problems and take the form of conferences and seminars, conference series, residential conferences, discussion groups, lecture discussion series, appreciation sessions or comprehensive education courses.

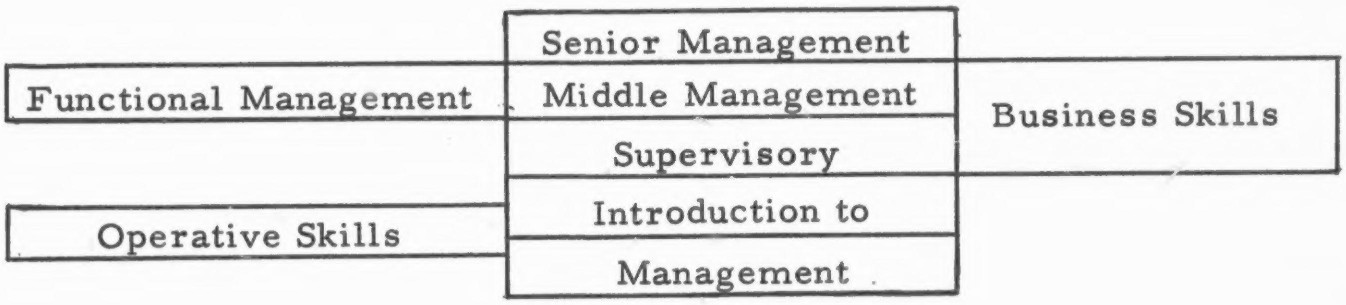
Although each Divisional programme covers a wide field, there is a marked tendency towards specialisation and the more detailed study of topics and problems of interest. The number of general education activities conducted varies between divisions depending on the local requirement and divisional capacity or development. The current Australia wide annual programme includes some 220 general education activities on specific management subjects varying in duration from six hours to as many as 150 hours. These activities cater for managers and executives at all levels from supervisory, through middle and senior to top management, and are attended by some 9,000 individuals annually.

### (ii) A.I.M. Management Training Programme

In this area a special type of activity has been developed by the Institute aimed at directly improving manager or executive performance on the job, thus increasing management potential and ability.

These practical exercises which take the form of training programmes, courses or seminars, involve small groups (10-12 members) working with skilled and specially trained leaders and instructors. By their nature they are almost tailor made to the particular requirements of the individuals participating. Training programmes and courses are concentrated in specific subject areas, each involves study in considerable depth.

These courses and seminars are part of a comprehensive overall pattern and fall into several separate but inter-related programme groupings:



They vary in duration from 10 hours to as many as 300 hours. The longer programmes being in most cases conducted on a part-time basis with say, two sessions per week for some eight or nine months.

The training courses provided by any one Division depend on the existing local need but there is a definite trend towards the establishment of a uniform cover programme in each Division throughout Australia.

Each year the Institute conducts some 420 training programmes and courses, involving as many as 5,000 executives in their planning and direction and as leaders and instructors.

Together, the combined Education and Training Programmes of the A.I.M. form a contribution or major national significance to the Development of Executives, Managers and management standards in Australia. As the majority of activities, particularly in the training area are repetitive and at the same time tend to form a consecutive pattern in coverage and level of participant, enrolments can be made over a period of years which are closely geared to company or individual executive development plans. In this way the Management Development Role of the Institute can be utilized as complementary to internal Company training or can be adapted to take the place of training in an organisation where no such function has yet been developed. In either case this area of Institute operation has assumed proportions of major significance and provides an integral and essential component of management education in Australia. It is now attracting overseas interest, particularly from the Asian area.

## C. Service

In recognition of the modern executive's growing need for information and assistance in meeting continually increasing job demands, the Institute has developed and is developing a pattern of services on three broad classifications:

(i) Management Support Services - designed to support, inform and assist the executive and manager in his everyday work. The range and extent of the services provided varies between the Divisions and is dependent upon the local requirement and the stage of development of the Division. The services currently provided in one or more states include the following:

### Management Library and Information

A.I.M. Divisional Libraries comprise comprehensive and extensive collections of volumes and periodicals on management and related subjects. These libraries have both Australian and world wide sources of material at their disposal, and, in addition to the normal publications, have collections of research and other material produced by such bodies as the British Institute of Management, the National Industrial Conference Board of U.S.A. and the American Management Association.

The Library services include reading facilities, a lending and mail service, a reference service providing selected reading and study guides on specific subject areas as well as a valuable answering service which is in fact a basic segment of the Problem Solving Service. The Divisional libraries have direct working relations with other technical libraries in their states as well as close inter-divisional library co-operation within the A.I.M. Lists of new material available and reviews of major new works are published regularly in the Divisions' monthly newsletters.

Management Problem Solving
Management Research
Surveys and Projects
Salary information Surveys
Management Control Ratio Comparison
Publications
A.I.M. Diary
Journals
Personal Guidance Service

(ii) Management Community Services: These are specific activities and functions which provide an opportunity for managers and executives to come together and discuss mutual problems and matters of common interest.

The number and range of community services provided varies between the Divisions but each caters for this general area in its overall activities. They include:

Member Functions - These take the form of meetings, luncheons, dinners and lectures.

Memorial Lectures - The John Storey Lecture. A national function delivered every second year, and the William Queale Lecture, delivered annually in Adelaide.

Management Groups: Several Divisions have established Management or Membership Groups which are virtually associations of members with common specialist interests organised within the A.I.M.

Each group arranges its own programme of meetings, visits, luncheons and other activities and operates almost autonomously through its elected committee. Currently there are some seven groups function, these include:

| | |
|---|---|
| Marketing Management Group | (Adelaide Div.) |
| Finance and Office Management Group | (Adelaide Div.) |
| Administrative Management Group | (Melbourne Div.) |
| Supply Management Group | (Adelaide Div.) |
| Training Management Group | (Adel. & Melb. Div.) |
| Industrial Engineer Management Group | (Adelaide Div.) |
| Industrial Relations Group | (Melbourne Div.) |
| Private Secretaries Group | (Melbourne Div.) |
| Public Speaking Group (Forum) | (Melbourne Div.) |

In addition to these Management Groups, Adelaide Division is developing project groups which are convened to work on specific projects and the solution of real problems facing management, the results of findings of which could well be published by the Institute.

Project Groups may be of a continuing nature or may be disbanded on completion of a particular project. Membership of Groups is a further membership privilege.

Management Awards: As another contribution to the development of the management community the Institute offers a number of prizes, scholarships and awards. These include:

John Storey Medal

Presented annually to a management leader for outstanding contribution to the development of scientific management in Australia.

John Storey Travel Award in Management Education

Awarded nationally every second year to facilitate the study of management overseas, to the value of $2,000.

John Storey Prizes for Achievement in Management Education

Special prizes and scholarships presented by each Division for achievement in the study of management at an educational institute or institution.

Annual Report Award: Every year the Sydney Division of the Institute conducts a special competition to select the best all round Annual Report produced in Australia.

(iii) Community Representation: In fulfilling its role as "The National Management Association", the Institute actively represents management wherever it is appropriate.

For example the Institute has been instrumental in establishing special liaison committees representative of the management education bodies in the community with the purpose of achieving some degree of rationalisation through better understanding and a closer inter-institutional working relationship. These committees are generally known as Management Education Liaison Committees. It is planned to hold a national conference of M.E.L.C.'s in the near future, and work has already commenced on the production of a series of comprehensive guides to management education available throughout Australia.

The Institute also represents Australian Management in the international organisations - C.I.O.S. (Comite International de l'Organisation Scientifique) and I.P.C.C.I.O.S. (Indo-Pacific Committee of C.I.O.S.)

## Organisation

The Institute has 7 Divisions in the capital cities and Newcastle, with branches of those Divisions in Queensland, Victoria, New South Wales and Tasmania. Each Division is autonomous and combines to support the Federal Council of the Institute with headquarters in Melbourne.

Each Division has a permanent staff, but relies heavily on voluntary work by personal members. This involves the participation of upwards of 1,500 members, Councillors, Committeemen and Advisers, a year. The total permanent staff in all Divisions and the Federal Office totals 95.

In line with their operating autonomy and independent constitution, Divisions are each responsible for their own finance.

The total annual operating budget of the A.I.M. is at present slightly in excess of $700,000.

## 36. ADULT EDUCATION IN INDUSTRY: DISCUSSION

### Points from Discussion

(i) All groups felt a need for increased facilities for Management Education and Training in country areas. It was recognised that, despite the defects mentioned in some papers, facilities for training in capital cities were considerable but there were few similar opportunities in the country. Perhaps this is a field where adult education agencies could co-operate with Industry in arranging short schools and seminars, both residential and non-residential and in the provision of correspondence courses. Where relevant there should also be closer co-operation between Agricultural Extension, Departments of Education and such bodies as A.I.M. and Management Schools in Advanced Colleges of Education. It was felt that the farmer may have something to learn about the management of his operations if he were to learn something about management techniques generally from the body specialising in this field.

(ii) It was felt by one group that some staff at the Post-Graduate Schools of Business Administration might be recruited for limited periods from the business world. This would have the double advantage of enriching business practices with theoretical ideas and providing for the academy a regular injection of practical know-how.

(iii) It was felt that liberal education could best be provided by a specialised agency (e.g. Universities) rather than by Industry itself and that the work being done in this field by B.H.P. should surely suggest its wider adoption by other business organisations in Australia.

(iv) The need was recognised by one group for a continuing research programme by a full-time qualified research team to determine Industrial Training needs in each major industrial area.

(v) It was generally felt that the basic educational problem in Industry is to find common ground in the personal needs of employees and the organisational needs of employers. There seemed to be evidence that in some industries at least this problem was being tackled effectively - plumbers are being encouraged to learn about general science and some young executives are learning not only about conference leading and value analysis, but occasionally to discuss such things as Australia's Defence Policy and Urban Renewal. This was a trend that adult educators should applaud and where possible actively assist.

## 37. AGRICULTURAL EXTENSION AND ADULT EDUCATION

### OPENING REMARKS

by D.B. WILLIAMS,
PROFESSOR OF AGRICULTURAL EXTENSION,
UNIVERSITY OF MELBOURNE.

May I express my thanks to the conference organizers for this opportunity to meet with you and to discuss developments in agricultural extension. It is a measure of progress in both fields of adult education and of agricultural extension that at last we are meeting together to compare experiences and viewpoints.

The conference organizers have pointed out that most of you 'are not primarily involved in this specific field' (of agricultural extension). For this reason, rather than attempt to summarise or review the most useful papers which have been prepared, I propose to fill in some of the background to the position described in the papers. But first, please heed the warning that it is dangerous to generalize about a situation which differs so much between the States, and which is now evolving at different rates and in different directions.

Three propositions form the backdrop to the presentation of the papers which have been prepared.

I. Agricultural extension services in Australia have been, until the last decade, primarily the interest and responsibility of State governments and have been conducted by departments of agriculture in each State.

II. Agricultural extension services have emerged from the profession of agricultural science, influenced by the persistent representations and contributions of the profession of agricultural economics.

III. Agricultural extension has not yet been identified as a component of a general system of agricultural education, and of education in general. Nor has it yet achieved a separate professional identity in its own right.

## I. Agricultural Extension by State Governments

The papers spell out several aspects of this form of organisation. Some of the more important implications are -

(a) Many responsibilities: State departments of agriculture have a wider responsibility than to conduct extension work. A wide range of technical and administrative services ranging from research to regulation is conducted and agricultural extension is part only of this wider context. The departments have developed structures and organization systems to meet these wider responsibilities and agricultural extension fits into this structure. The implications are many. They include problems of preserving career ranges and prospects for extension personnel, 'fragmentation' of advice between different departments and between divisions within departments, and often an interruption of the extension purpose by other administrative and research responsibilities of the department.

(b) Separate Organizations: Special problems arise from the relationships between the different organizations responsible for different aspects of agricultural extension, education and research.

We have a separation, between CSIRO - the major research agency, and the universities which conduct research and provide training facilities, on the one hand, and the State extension services on the other hand. There is a research interpretation role within agricultural extension which is not always acknowledged. All this establishes a need for effective communication and co-operation between these separate agencies - and here the story differs significantly between States and even regions, and between industries.

(c) Commonwealth-State relations: The extension services, as agencies of State government, have become involved in the evolving financial and administrative relationships between the Commonwealth and the States. Within the States, until quite recently, the extension purpose has come out badly in the battle for priorities and funds.

Even so, one of the significant things about agricultural extension is that is has emerged in the last decade as a component of agricultural policy. Leaders of both political parties at the 1966 Commonwealth elections referred to the need to develop more agricultural extension services. This reflects a combination of professional leadership and guidance by extension personnel, backed by good staff work within the Commonwealth public service, with primary industry leaders adding their support for good measure. The need to interpret and test the application of research results being obtained from funds raised by levy (and matched by the Commonwealth) on wool, wheat, dairy products, meat, was an important underlying motive.

The Commonwealth has, of course, now identified itself with agricultural extension by providing financial grants to the States. Since 1966 these have been promised at a greatly increased rate and although the amounts concerned (up to $5 million per year) are small relative to the established expenditure pattern by States, their significance rests on the fact that they provide growth points - and the direction of growth is controlled by the Commonwealth on a 'project allocation' basis rather than by general grants. Consequently the Commonwealth can exert considerable influence - as it has already done - by its stated intention to widen the scope of the grants to include regional research, the improvement of information services, and the provision of advice in an economic context.

We may expect development along these lines in the future - and closer links between extension and the government land development programmes and from farm reconstruction programmes which may be approved from time to time.

Part of the new funds being made available by the Commonwealth are being used to finance the new graduate course for the Diploma of Agricultural Extension at the University of Melbourne. This course caters for extension personnel who have been in the field for some years since graduation, and return to the University for a year's study - not for a refresher course in science, but for a year's full time study of principles and practices of agricultural extension. These range from theory of learning and communication to extension methods, and also include farm management and agricultural policy. The course has already had important effects within the Faculty of Agriculture. It reveals a principle which seems to be forgotten in much of the discussion about the role of universities in adult education - the universities need the courses as a fulfilment and testing of much of their own research and teaching work.

(d) Effects on Scope: We should also recognize that the existence of State government extension services has had important effects on the scope of agricultural extension. The emphasis for the first half of this century, and more, has been on techniques of production. Until recently, there has been quite inadequate attention to farm management in agricultural extension programmes, for reasons also partly explained by the origin of agricultural extension as a component of agricultural science. But the identity as a part of government services has also tended to inhibit the emergence of advice about farm management - apart from developing services in New South Wales and Queensland. Advice about marketing and agricultural policy remains as an unfilled void.

There has been a significant new development in the past decade in the form of a new profession of consultants and club advisers. These consultants provide individual advice on a fee basis for farmers and have thrown emphasis on the importance of farm management. As they develop, they will have significant effects on the functions of State extension services, by stressing the significance of 'intermediate' audiences in extension programmes, and providing a competing demand for skilled extension manpower. This effect will also be evident as more agricultural scientists develop careers with commercial firms, providing technical services for farm people.

## II. Origins of Agricultural Extension in Agricultural Science

Much of the identity of agricultural extension in Australia in 1966 arises from its origins as a part of agricultural science. It has emerged as part of the expanding technical services for rural industries and until recently found its place in State Departments of Agriculture as a kind of fringe benefit attached to agricultural research.

Whatever the reason, the effects of these attitudes which have their origins in agricultural science remain significant today. For example, many discussions of the scope or justification for agricultural extension rest on the point that agricultural extension's purpose is to 'encourage the application of research results in practice', to 'bridge the gap between research and application', and the like. This is a far narrower concept than that on an educational purpose designed to improve managerial performance and the farmers' role in the community. Let me hasten to add that some State extension services are moving toward this broader concept of extension.

The need to introduce a management component into agricultural extension programmes is being more widely recognized. The need to introduce an educational component and to examine agricultural extension services as a component of a broader system of agricultural education has been recognized only in more recent times. There are many implications from the viewpoint of training farmers and extension officers.

## III. The Profession of Agricultural Extension

As yet, the profession has not emerged, for reasons which are implicit in the two points mentioned above. The postwar years have seen 'research' emerge as a professional activity in its own right, but extension has not established itself in this way. Just as there are several categories or streams of personnel contributing to research programmes, so we should be aiming for a similar categorization for extension personnel.

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Market demand for personnel helps considerably, and we must acknowledge that the development of private consultants and of career opportunities in commerce and industry are transforming the situation faced by public service employers. Even though the supply of graduates may increase, growing demands may well force the upgrading of skilled professionally trained extension personnel.

This involves reconsideration of grades and training facilities and standards so that the links between extension and agricultural education will become even more important. For we need to broaden the base of training to include more emphasis on educational systems and methods, and it is here that we find an identity of interest with those concerned about and interested in adult education. We need not only to broaden the base of training but also of professional contacts with groups such as the Association of Adult Education.

So far as the development of a profession of agricultural extension is concerned, we can note the following important trends under way -

(i) An evolution away from emphasis on the individual farm visit by government extension officers.

(ii) Wider recognition of the link between agricultural extension and agricultural education reflected in attention to farmer training and to college, university and postgraduate training.

(iii) There is a wider emphasis on the purpose of extension and the role of government in it as new forms are evolved by consultants and commerce.

(iv) Farm management has not developed as quickly as it might have and consultants are now filling this gap. The Departments have been tardy in this respect.

## Conclusion

Let me conclude by linking together some of the points which have come to mind as I've listened to other sessions in your conference, which indicate how much common ground there is between adult education and agricultural extension.

(i) Many of us are querying the word 'extension' in agricultural extension. It occurs to me that you might do well to examine the 'adult' in adult education - we don't have childrens', adolescents' and go-go (a better word for pre-adult?) education, so why should we have 'adult'. We have primary, secondary, tertiary, and ---?

or is it formal and informal education? 'Adult' has a connotation of being discriminatory and purposeful and dull and uniform, whereas it covers a wide a span of years over quite different stages of need so far as continuing education is concerned.

(ii) As with all applied sciences and arts, we in agricultural extension have to watch carefully and nurture our parent basic disciplines, which I take to be psychology and sociology for adult education. We may well be proud of having attracted practitioners over a wide field of activity to this conference, but the union will not be consummated, I suggest, until the practitioners are in frequent and effective communication with the basic disciplines. In 'frequent and effective communication' I include mean influence, and 'feed-back', so that the scope of basic research is influenced. A start on this road would be for some members of faculties of education at universities to be identified as having professional interest in adult education, apart from the practitioner already established at universities.

(iii) May I urge you to bear in mind that the possibility of Commonwealth funds for your work is not the panacea you may now envisage, in your present impoverished state. The shock treatment now being administered by the commonwealth may well be, I suspect, part of a deliberate planned move into the field of adult education but under terms and conditions yet to be worked out and spelled out. One lesson which agricultural extension teaches is that facilities need to be developed for commonwealth-state co-operation and decision making in relation to this purpose. As the position now exists the main channels of communication are through the universities, colleges of advanced education and the state departments of education. Whether you like it or not, these channels of communication and influence may be expected to pursue their own self interest in the tortuous and prickly paths to be trodden in the immediate future. Whether you like it or not, you are now knee deep in a complex administrative (if not a political) situation and ere long you'll be in up to your necks.

(iv) One lesson of agricultural experience points to the difficulties and dangers of having 'functional' units within an administrative structure when division of responsibility is based on subject matter. This is the position in State Departments of Agriculture and in CSIRO. Such 'functionally based' units - agricultural extension is one example - constantly trample on other toes. Without strong support from administrative authorities they will at worst be ineffective and at best present a constant stress situation to the leader. This situation is, I gather, reminiscent of that which has been endured at great personal cost by a generation of Directors of Adult Education now moved from the scene. The solution, to me, turns on administrative and classification procedures which protect the group and individual from this undue interference with his professional activity. The system will work if adequate support is available when needed.

(v) Workers in agricultural extension are becoming more and more concerned about the scope and purpose of agricultural extension. We have been forced to do so by the changes under way in the rural community in relation to farm management, development of consultants, the evolving services of commercial firms, and the development of closer links with non-rural people. This emphasis on scope is important for its own sake, as it leads us more and more to face the implications of agricultural extension as an educational programme. Emphasis on scope is also important because it is leading us to see even more clearly the need for evaluation studies.

(vi) Finally, and perhaps most important of all, recent events point to the need for adult education to undertake and maintain an educational campaign about its own role and purpose. Such a campaign should never await agreement in detail, or it would never begin. It would be partly a process of self education in itself. Agricultural extension has attracted financial support mainly by stressing the importance of 'bridging the gap between research and its application', and by pointing to the contributions it can make to efficiency of production in the rural industries and to economic growth. It would seem to me that an informed and intellectually alert community is an essential component of the national policies we are now adopting in pursuit of economic growth.

# 38. THE DEPARTMENT OF AGRICULTURE, SOUTH AUSTRALIA

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To begin this article with a definition might appear a somewhat stultified approach, consequently I will not try to define agricultural extension. Rather could we say that like education, it is an indefinable term; to include in the definition the essential details of pedagogy, sociology, psychology and philosophy would make nonsense out of any sincere effort. Certainly the word extension is given a place in dictionaries today, but the anaemic "meanings" leave readers with scant knowledge of the full impact of extensional goals in agriculture.

Rather than attempt a definition we might more fruitfully examine the functions of agricultural extension. We would then find ourselves thinking in terms of boosting national income; of national, State and Regional Planning; of building the prosperity of primary production from the State level to the community and farmer level.

To exercise this function, extension agencies advise farmers of technological findings and also assist them to determine whether these findings are relevant to their farms and farming practices. Needless to say, motivation to change is implicit in this process since adoption of economic technological practices is our aim.

And although many organizations, both Government and commercial, contribute extension services to farmers in this State, I shall restrict my remarks to the Department of Agriculture here. After all, the Department of Agriculture is the largest single contributor and furthermore I am a member of that Department.

## The Goals of a State Department

When speaking of the functions of an organization, one inevitably must look at its goals and for a more meaningful understanding of its goals, we certainly must examine its structure. For our purposes, a study in breadth rather than depth will suffice.

Firstly, agricultural extension to be dynamic must be supported by a volume of adaptive research. However, for organizational efficiency, it is expedient to divide the staff operating in these fields. Nevertheless philosophically a division appears to be ludicrous, because to function at all, each must be completely supported by the other - there could be no extension without research, nor research without extension. This applies both in the quantitative and qualitative senses.

In addition to these phases, the Department of Agriculture fulfils an important regulatory function, which mainly relates to disease and quality control in plants and animals. Indeed, regulation was the basis on which all Departments in Australia were established. And even though controls are not applicable to all agricultural activities, there is a curious intermingling with extension in some. So that we find instances of inspectors carrying out extension duties, and of field advisers involved in regulatory functions. Now there is a difference operatively because all three phases (extension, research and regulation) are subsumed under five technical Departmental Branches - Agriculture, Soil Conservation, Horticulture, Animal Health and Dairy. The remaining Branches are responsible for one or two phases only. For instance -

Livestock Branch undertakes Extension and research work;

Extension Service Branch undertakes Extension organization and staff training;

Research Centres Branch sees to Organization and control of regional research centres; and

Clerical and Accounting Branch is an essential supportive ancillary in any organization.

The Extension Service Branch helps to co-ordinate the extension activities of the various technical Branches, besides training their staff in extension methods and processing the various supportive materials and aids. The Branch also assists three rural Groups, the Agricultural Bureau, Women's Agricultural Bureau and Rural Youth Movement in organization and programming.

In May 1966, the S. A. Department of Agriculture employed 130 Extension Officers (many of whom would have some regulatory functions), 90 Research Officers (who at times engage in limited extension activities), 75 ancillary assistants, and finally, 40 regulatory officers many of whom would carry out some advisory duties, - in all, 335. Then there were about 100 clerical officers - a total of 435.

Staff numbers have exploded the past 25 years. After a very modest beginning in 1902 the Department began to undertake extension activities in the 20's with 12 field officers. By 1945, the number was increased to 45, and in 1964 to more than 200.

Changes such as these reflect the social changes that have occurred in farming. An outcome of effective agricultural extension is to produce social change in rural areas and the reverse also applies - a direct result of interaction between dynamic social systems. Consequently to think in terms of specific Departmental goals at a point in time would be fallacious. Our notions must therefore be temporally disposed and flexible. To this end Departmental goals might more readily be defined to advantage in the broad terms of the previously outlined extension functions.

With these thoughts we can now turn our minds to our clientele.

## Clientele

We have nearly 29, 000 holdings in this State, and cereal crops are grown on more than 72% of these. On the majority of the 72% sheep are run in combination. Horticultural crops, dairy, sheep and beef cattle are grown on the balance of the properties. The holdings are worked by more than 24, 000 owners and their families; there are in addition, an unspecified number of employed managers.

This look at potential coverage must take into account the fact that nearly all South Australia's farming is restricted to the long coastal belt from the Victorian border to the Western Australian border. To meet this problem decentralization of staff has been found essential, and in general terms the farming (as opposed to pastoral) areas are staffed on the basis of 10 agricultural districts. Certainly flexibility is needed in this organization for a geographically concentrated industry such as horticulture, or for specialist staff such as veterinarians, entomologists and so on. But the system is adaptive and not static and can be adjusted fairly rapidly to the changing agricultural scene. Research support is given regionally by 11 Regional Research Centres 8 of which maintain interests in the agricultural or animal fields, the remaining 3 are specifically horticulture.

## The Extension Method

Having looked at the organizational structure and distribution of clientele of the Department of Agriculture in broad terms, we can now discuss the extension methods used. For the present purposes we might think of message content, and extension methods employed to transmit the messages. We should by rights align these facts with social structure of the audience with which we communicate - but this is beyond the scope and possibility of the present paper.

## I. Message Content

To a large extent, the technological content of the Department's messages is influenced by the adaptive research carried out by its own officers. Nevertheless, there are other institutions whose research findings are put to good use either after adaption to local conditions or by direct application. In this regard we would think of the CSIRO, Universities and Roseworthy Agricultural College.

But besides messages that outline new findings, the more frequent and extremely important types of messages are the timely reminders, warnings of disease and pest outbreaks, communications that are integrated into planned extension programmes, and advice concerning regulatory requirements. Further, there are messages that advise of fixtures - field days, meetings, conferences; all must be taken into account when considering message content.

## II. The Media

For convenience we may distinguish three kinds of media - mass, group and face-to-face. In certain agricultural activities efforts are made to co-ordinate the channels in an attempt to obtain the greatest number of exposures to new information and experience. To this end we may think of planned programmes aimed at encouraging sowings of legumes to increase soil fertility and hence cereal and wool yields; there have also been planned programmes relevant to sowings of commended cereal varieties, drought feeding and so on. To effectively contact farmers, decentralized staff are encouraged to use all the available media. Rather than individual effort predominating however, much of this work is co-ordinated by the Extension Service Branch.

(i) Mass Media - Press, Radio and T.V. : We can therefore consider the Department's utilization of mass media in terms of messages emanating from Head Office as well as from regional offices.

More than 480 press releases were issued from Adelaide in 1966 in the biweekly press bulletin to the city and country press and radio agencies; these also include the two weekly rural papers printed in the city which publish every press release. In addition each item is published on the average by four country agencies.

These articles are supplemented by agricultural, radio and T.V. talks - officers providing more than 300 radio talks each year through the various service radio sessions.

Despite the volume of this advisory service, there are problems of effectiveness. For one thing, some areas of the State are known to be inadequately or only partially serviced. Then again, listening and viewing ratings are carefully guarded by media management. More important still, radio and press items can perforce only partially give information; they are intended to make farmers aware of a situation, but little more. If those farmers are desirous of applying that information to their farms, they must either have had prior experience in the application or approach sources of additional knowledge.

Publications: To help make up the deficit of detailed information disseminated through radio and press media, the Department publishes annually a large volume of printed matter. Its official organ is the Journal of Agriculture, a 48-page publication issued monthly. The Journal is provided free of charge to about 8,000 farmer members of the Agricultural Bureau (vide later), and an additional 2,500 farmers are paying subscriptions. Other subscribers including farmers wives, agricultural high school children, commerce, banks, overseas and interstate people bring the total monthly circulation to about 15,500.

But even this periodical is inadequate, because of the wide field of agriculture that it has to cover, and to help fill the gaps the Department is also moving into the field of specific industry publications; for instance Upper Murray River horticulturists are serviced with a regular newsletter, pasture seed growers have also received a special publication. Development of publications for cereal and sheep growers now appears inevitable.

Much of the information published in the Journal is reprinted in leaflet or bulletin form; there are as well publications that outline information for specific areas or specific industries; there are publications designed to support planned extension programmes - some of these are mailed direct to large numbers of farmers.

Farmers are not the only recipients of this literature - banks, commercial agencies, agricultural consultants, universities, schools, in fact any organization or individual associated in some way with agriculture can keep in touch with latest developments and recommendations through this medium.

(ii) Group Media: Every State Department of Agriculture bases its extension on some particular strength; the South Australian Department is unique in its strength through group activity, with the Agricultural Bureau, the Women's Agricultural Bureau and Rural Youth.

Apart from these functions, assistance is given other service bodies in their group activities. One estimate has been made that field officers attend something like 2,000 group activities a year, about one third of which are field days, and every day of the year the Department is involved either directly or indirectly with 23 meetings.

To provide background to these figures a bried review of the Department's own group activities, its association with the three aforementioned formal groups and the groups themselves is now given.

## A. Departmental Group Activities

The group services afforded to farmers covers a range of different presentations. For instance, most of the Research Centres hold formal field days either annually or biennially to which large numbers are attracted from widespread areas. The opportunity to hear and see the latest developments arising out of research is made available at these fixtures.

On the other hand there are specific subject matter field days, the numbers of which vary from year to year; field days that may refer specifically to such things as potatoes or weeds - or they may be concerned with soil fertility or irrigation.

Then again at times the group sessions may be meetings with farmers; and as opposed to these, there are competitions - hogget competitions, crop competitions and a tree and vine pruning competition.

Of latter years, schools have become a popular source of information both in the Eastern States and here. What the difference is between many schools and a series of meetings or field demonstrations it is difficult to say - the lecturers and their methods are still the same; the school setting is also the same - but the demand for "schools" is present to be fulfilled. Admittedly the Department has been running "Soils Schools" for many years, but the recent increases in variety and numbers requested can be judged from the following list:

| School Subject | Duration | No. in 1966 | No. in 1967 |
|---|---|---|---|
| Soils | 6 nights and 2 field days | 5 | 5 |
| Sheep Husbandry | 2 days | 6 | 2 |
| Pig Husbandry | 1 day | Nil | 2 |
| Farm Management | 2 days | 2 | 5 |
| Pastures | 2 days or 3 nights | 4 | 3 |
| Cereals | 3 nights | 1 | 1 |
| Dairy | 4 nights | 1 | 1 |
| Animal Health | 1 day | 2 | 2 |
| Weeds | 1 day | 1 | 2 |

Although schools have been placed under the heading of group activities specific to their Department, they are in fact all sponsored, (the majority by Branches) of the Agricultural Bureau. The sponsoring body attends to local organization; the Department provides the programme. Similarly, schools on technical agriculture are provided for members of the Women's Agricultural Bureau on request. These cover subjects dealing with sheep, poultry and horticulture. Specific reference will be made to these activities under the heading of each of the organizations.

### B. Groups associated with the Department

The three formal groups, the Agricultural Bureau, the Women's Agricultural Bureau and Rural Youth Movement have two features in common; their programmes avoid both political and religious issues; and as well, they are serviced by Departmental staff. Each has its own rules which prescribe membership restrictions; the two adult groups are specific to the sexes, whilst Rural Youth caters for both sexes but places an upper age limit of 25 on membership.

South Australia is unique in having its Department of Agriculture responsible for servicing the three organizations. Furthermore there is only one other State (New South Wales) that can lay claim to having an Agricultural Bureau, and hence to the advantages that accrue extension - wise in having direct access to large numbers of farmers.

(i) The Agricultural Bureau of South Australia: In so far as total membership of the Agricultural Bureau is about 8,000, the Department has direct access to at least 30% of the State's farmers. Just as important, this organization has been established since 1884, and of the 230 branches, about 80% would have been established at least 30 years. Furthermore, since branches meet 9 to 10 times a year, because of the stability and cohesiveness, and because each group usually represents no more than two neighbourhoods, we have in them particularly valuable groups to work with in problem-solving situations.

The programmes are almost entirely devoted to farming or ancillary problems, and besides using intragroup and intergroup discussions, they are assisted by technical officers. Then again these groups hold field days and demonstrations.

In all these activities, the aim is to exchange ideas and information and to obtain knowledge of new developments and likely problems from technical sources - which in the main are the Department's technical field staff.

Recognizing that the quality of programming is the basis on which the branches survive, two developments have recently taken place that can provide solid support. Firstly, in areas of similar soils, climate and farming practices, branches have formed Regional Executive Committees. At these, Branch delegates discuss and learn of problems common to the area, and at the same time examine the member-branch programmes. Here too, trials, demonstrations and field days can be planned for the area and functions can be arranged to service minor enterprises as whole groups. These functions are, as well, attracting solid numbers of non-members. Self-help is the keynote to the operation.

The second development is the introduction to Bureau branches of "comparative analysis", a farm business management tool. With this device, branches can be helped objectively to develop educational programmes and they have greater opportunity to look at any changes with a business approach. In practice, the request for farm management analysis has also tended to attract new members.

Besides being of value to the groups as a whole in enabling them to analyse common problems, each member is given an analysis of his current year's operation and the average figures for the whole group. With this information he can detect where his costs are high and returns are low and thus effect corrections to his farm operations as a business.

Organization of the Agricultural Bureau: Basically all branches of the Bureau are autonomous. Nevertheless, for the purpose of organization, branches are grouped into districts, and from each is elected a representative to a body called the Advisory Board of Agriculture. The Advisory Board considers resolutions from Branches, submits to the Department for consideration suggestions regarding extension and research, and the members officially open District Conferences (held annually in most districts) and Field Days. The Directors of Agriculture and of the Waite Agricultural Research Institute are ex officio members of the Board, and the 10 other members are appointed by the Minister of Agriculture following recommendation from the Board.

(ii) The Women's Agricultural Bureau: Although much younger than the Agricultural Bureau, the women's group is still more than 50 years old and as such is a valuable adult education medium. It is a State-wide organization comprising 81 branches with about 2,600 members.

Branch programmes differ from those of the men in that technical agriculture takes a minor place. Even so, this is not prejudicial to the first of the organization's aims, namely - "to stimulate interest in the development of rural life, particularly in agriculture". One only has to read the remainder of these aims to realize how supportive they are to the first aim; knowledge of matters in and around the home, cultural interests, citizenship, goodwill, friendship and understanding are the crucial factors involved.

Thus in making a content analysis of the women's programmes one would find various aspects of home management, health and safety, books and drama, travel, legal questions, besides fruit growing, poultry rearing, fleece handling in shearing sheds and farm bookkeeping.

As to group techniques, branches have their monthly meetings at which talks and discussions take place. As well, they have instructional visits; they may go to the District Courthouse to hear proceedings, visit farms to examine particular enterprises such as potato growing or mines to see how the ore is removed and handled. Then again they arrange special demonstrations for themselves; the procedures that are typical of the butcher's trade, dressing poultry and so on.

On more formal basis, the W. A. B. runs large numbers of schools for its members. These are sponsored by Branches, and members of other women's organizations are often invited. Examples of the school subject matter include meeting procedure, interior decorating and home planning, home management, gardening, use of underground water, fruit culture and flora and fauna preservation. A wide range indeed. During 1967, all branches embarked on a tree planting project.

From this list, obviously the W. A. B. in no way cuts across the programme of the Agricultural Bureau; but at the same time it is complimentary in that through the woman, the farm family is given the information for a fuller and more meaningful life. The W. A. B. also provides a means of maintaining those relationships that are so essential to a happy existence in rural areas.

Before leaving the activities of this organization, there are two features of the W. A. B. programme that are worthy of note. Firstly, the organization is divided into 8 regions, each of which comprises a number of branches. Every region holds an annual Regional Meeting on elected subjects based on particular themes - there is a good opportunity for district people to meet, and this serves a similar function to the men's District Conferences.

Organization of the W. A. B. : In most respects the W. A. B. is set up like the men's Bureau. The branches are autonomous and the regions each have a representative appointed to a central body known in this instance as the Women's Agricultural Bureau Council. Differences occur in the formation and structure of the Council in that the Chief Extension Officer represents the Department, and the Councillors are elected from within their Districts rather than by recommendation and appointment by the Minister of Agriculture.

Amongst its many duties, Council prescribes the Movement's projects for the year, assists in the organization of schools and holds a State-wide Congress annually in Adelaide for all members. The programme for Congress is made up by contributions from leaders from many fields, both local and interstate.

(iii) The Rural Youth Movement of South Australia: This organization is essentially interested in effective socialization of its members. As such its programme is characterized by a breadth which caters for members, both male and female who range from 11-15 (Junior Clubs) and 16-25 (Senior Clubs) and who are derived from farms, country towns as well as the city of Adelaide.

In all, membership totals about 5, 000, which is divided amongst 96 Senior Clubs and 32 Junior Clubs. The Movement, founded in 1952 was foreshadowed as a source of members for the Women's, and Men's Bureaux.

The fields of interest dominating Rural Youth branch programmes include development of and training in democratic leadership through problem-solving and decision-making in the group setting; members develop skills in self-expression through debating and public speaking, they learn agricultural practices and skills and study trade and marketing in relation to the population and food requirements; they interest themselves in civil activities and processes and take part in community activities. Further, the girls are catered for in programmes devoted to home arts and sciences.

On examining the activities of this Movement, one cannot fail to be impressed by the variety and breadth of the methods applied to implement their programme. One important feature is the practical help given by both private individuals and organizations - an expression of the public interest in developing useful citizens for the future. For instance, individual clubs hold meetings in the normal way, but they are each aided in developing their programmes by an adult advisory committee - elected by club members!

Clubs are also encouraged to engage in mutual operations - debating, public speaking and technical subjects - sometimes encompassing a whole week-end. On a more formal basis, the 12 State zones (each with a maximum of 10 clubs) hold zone conferences for administration and zone rallies for learning and competitive activities.

Schools are available for a wide variety of cultural and technical subjects. The most recent of which was a 3-day home management school for girls held at Goolwa. Students came from a large number of the State's Clubs to hear experts from the Department and commercial firms.

For those members with special agricultural interests, educational tours to Stud stock farms are arranged for boys; they may visit Merino or British Breed sheep, beef cattle and pig studs. In each instance they hear the studmasters and other experts describe their methods of operation. A specialist from the Department of Agriculture travels with the group on these tours, giving valuable advice on technical matters.

Of course, there are too, interstate agricultural tours available that help to broaden members' knowledge, and in this regard the annual Royal Agricultural and Horticultural Show Society's camp is valuable as a source of information and training as well.

In a more competitive vein, one must think as well of the selection of outstanding members for the commercially sponsored tours to England, America and New Zealand - the young people who earn these opportunities not only act as ambassadors but learn as they move from place to place.

Finally, and of Australia-wide interest, we have the Australian Broadcasting Commission Competitions which two South Australians won last year. This account of Rural Youth activities is by no means complete but should serve to provide a basis for discussion.

Organization of the Rural Youth Movement: A hierarchy of committees has been established in the Movement to help implement a policy of training for its members, and at the same time to stimulate programmed activity. At the highest level the Rural Youth Council has the responsibility of management and government of the Movement. Council in this instance comprises 12 members, all of whom are appointed by the Minister of Agriculture. Its Chairman is the Director of Agriculture and members are prominent citizens except 4 that are outstanding Rural Youth members.

Next in the chain down the line is the State Committee of Rural Youth - a group of Rural Youth members who represent the 12 State zones - one from each zone. Their function is to make recommendations to the Council on the well-being of the Rural Youth Movement. State Committee's function is really an intermediary one, it both assists Council and at the same time considers recommendations that come from the several zone conferences.

It is in the 12 Zone Committees that we find club representation - usually 10 members (one per club) from each zone. These committees arrange annual zone business conferences from which recommendations are passed to the State Council level, they also organize rallies, schools and other programme features. With this arrangement the members are taught the business of democratic government through the committee system. Admittedly, the whole organization, in theory, and if let "out of hand", could be subject to minority power control, but this is very firmly kept in check.

Finally, at the Commonwealth level, this State is represented on the Australian Council of Rural Youth. The functions of this Council can be left to another quarter to describe, but we should mention that the present Chairman is South Australia's Senior Adviser for Rural Youth.

Staffing: For each group there is a senior organizer with his or her assistants. Each is employed under the authority of the Chief Extension Officer, and works both at branch or club level and with the higher level committees of the organizations. These officers help branches to develop their programmes and obtain resource personnel; as well, they assist in the organization of fixtures at zone or district and State level.

Person-to-Person Media: Much has already been said about decentralized staff and their use of media. The question of farm visits as an extension medium and a service to help individuals solve particular problems is always a vexed one because of cost and time. Certainly, the field staff (whether decentralized or head office based) are required to make these visits - in this way they themselves learn what is going on in the field. But to what extent the visits are of value to the community as a whole is open to question - except for some horticultural advisers, it is not unusual for a technical officer to have more than 1,000 to 2,000 or more farmers to service. Maybe in the future, private farm consultants and veterinary practitioners will establish themselves in sufficiently large numbers to close the deficit. In these circumstances, a Departmental extension service might conceivably be directed to a large extent to such people.

## More Recent Changes in Extension Thinking

With the paucity of adult education research during the past 40 years, few qualitative changes of any magnitude have taken place in the agricultural field. Certainly the volume of extension has increased markedly. The output of printed material has followed this line, and quality of presentation has been based on "rule-of-thumb" thinking in terms of increasing readership. Likewise, the use of other mass media channels has increased.

In 1963, the Department of Agriculture introduced the system of planned extension programmes, in which the three main media were co-ordinated to provide timed "exposures". As a result, there appeared to be increased adoptions of recommended practices.

Since 1958, the Department has also had a farm management section, which from its inception has used the comparative analysis technique to define the output and profitability of similar farmers in the same district. With an increase in the personnel of this section, it has been possible to use a wider range of tools for both extension and research. In fact, farm management techniques are proving an extremely valuable innovation in developing technical extension.

Another interesting development is the introduction of small group techniques to group settings. Based on the principles of group theory and educational psychology, this method is being examined with respect to its efficiency in helping groups to learn and providing motivation towards adoption of practices. So far, groups to which the method has been applied appear to be reacting very favourably.

## Evaluation

Evaluation in extension is an extremely difficult process; extension is carried out by a wide range of bodies, and in the adoption process, it is known that farmers are liable to influence from friends and neighbours. Further no really useful theory has been established on which accurate evaluation can be based. Consequently the Department has carried out no detailed studies.

Nevertheless, there are instances in which big changes have been noted to occur, for examples, in a programme related to the sowings of recommended wheat varieties, the adoption rate rose from 82% of the area sown on a State basis in 1962, to 95% in 1965. In another programme relating to legume sowings, evidence is at hand to show that in several districts annual sowings rose three and four-fold in two years. Other evidence of changes apparently due to Departmental extension is available, but it is difficult accurately to tie in the sundry social influences involved in adoption. Except to say, that through its group activity, the Department's influence through its extension work must inevitably have been profound.

# 39. RURAL BROADCASTING IN AUSTRALIA*

by . L.J. NOONE,
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## Aims and Guiding Principles

Australia's primary production is scattered over a vast area. Despite growing industrial activity, the agricultural, pastoral and mineral industries can claim recognition as the major means by which overseas markets are, at the moment, won and held. The Rural population has won for itself a reputation for courage and efficiency. These people have to face up to the hazards of a general environment, which is nowhere as suited to agricultural activities, as some farmer critics would like to believe. Indeed, intensive agriculture is possible on less than 3% of Australia's total land surface; or to look at it another way, almost one half of Australia is arid. Many country people experience the stress of isolation, lack of communications, and have to contend with fluctuating markets for their products. Nevertheless, they represent a highly imaginative, adaptable, and enterprising farming community which includes some of the world's leading livestock breeders and skilled farmers.

## History

The Australian Broadcasting Commission, seeing that radio could be used to unite these people, and to provide a means by which they could be kept abreast of activities within their industries, added a Rural Broadcasting Department to its list of programme building units in 1945. The aim, as stated by the present Director of Rural Broadcasts, Mr. R.G. Thompson, in a recent paper on the subject, was to serve and unite the farmers in this vast and difficult continent, and to bridge the then widening gap between city and country interests.

Mr. John Douglas was appointed the first Director of Rural Broadcasts, and established a daily national "Country Hour" radio programme, broadcasting at noon on Mondays to Fridays. This was a national programme in the true sense, and was relayed to all parts of Australia through the A.B.C.'s Regional stations. The "Country Hour" quickly became established as an important programme for country people.

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* Acknowledgement is made for various material used in this report which has been extracted from papers prepared on the subject by the Director of Rural Broadcasts in the A.B.C., Mr. R.G. Thompson.

The national aspect is still very important, but a differing climate, and farming conditions, in each of the six States, led to the early development of additional individual programmes within each State, and also to specialised programme segments for the "Country Hour" which were injected into the national programme on a daily basis.

It was soon realised however, that to reach the individual farmer where his need was greatest, Rural Broadcasting would have to be brought much closer to his day to day activities, than was possible on even a State programme. In 1952, the A.B.C. began to appoint to Regional Stations, Rural Broadcasters, who were to prepare and present early morning programmes, especially suited to the Regional in which they were stationed. Today, in addition to national and State Rural Broadcasts, there are Rural Broadcasters working in 24 Regional centres. The final objective is to have a Rural Broadcaster in every Regional operated by the A.B.C.

These Regional Rural Broadcasters, in addition to their local daily programme, submit farming news items, magazine and interview contributions for State and national radio relay. They now also plan and direct the shooting of film for Rural television programmes. The Regional then, not only serves itself, it has something worthwhile to contribute to a wider national area.

Australian Rural broadcasting is now meeting the needs of special situations by the appointment of skilled staff to the Northern Territory, the Territory of Papua and New Guinea, and to the A.B.C.'s Overseas Service, "Radio Australia". The Commission began broadcasting Rural television programmes when the service commenced in 1956, and has been steadily developing and adapting these specialised skills to the newer medium.

## Staff

Over the years, care has been taken to build up an enthusiastic staff anxious to use their specialised knowledge for the service of the whole Rural community. The recruiting and training of staff is a task of major importance, and is in the forefront of the work of the Directorate. The A.B.C. recruits its professional Rural Broadcasters primarily as specialist trainees. These men are given on-the-spot training in a wide range of activities for at least a year before being appointed to classified positions. Sound training of promising officers is essential, as most of our Rural Officers have to work with the minimum of professional supervision.

In recruiting specialist trainees for the Rural Department, preference is given to graduates in Veterinary Science, or Agricultural Science; or Diplomates of recognised Agricultural Colleges, with practical experience in Rural activities an advantage.

## Types of Programme - Radio

(a) "The Country Hour" A daily programme with national and State components. It involves daily, the team effort of the bulk of staff in all States, supplying material by Telex, telephone, land-line, and by air expressed tapes. It is primarily a topical service programme. Quick and accurate market reporting (interstate and State), and detailed State weather forecasting are important parts.

An important section is "Farming News & Comment", a nine minute segment comprising strong farming news items, and two or three hard-hitting topical comments by high quality agricultural journalists, and other top people, some of whom are interviewed.

The national midday programme is relayed to all States. In South Australia however, due to the half hour time lag, the programme is recorded as it is broadcast in Sydney, the national material applicable to South Australia is extracted, and these items are included in the "Country Hour" presented from Adelaide, with a South Australian compere.

At the same time, from Darwin in the Northern Territory, national "Country Hour" items are again pre-recorded, and injected into the local "Country Hour" programme, as presented by the Northern Territory compere, from the Darwin studios. Darwin also accepts part of the "South Australian Country Hour". This calls for accurate network procedure, and strict crossing to programmes at time cues. The procedure however, enables the Rural community in South Australia and the Northern Territory, to obtain the latest farming news, and morning weather information at a time acceptable to them.

A typical "Country Hour" programme in South Australia would be:-

12 noon - programme commences.
12.01 - National marketing information is presented.
12.09 - South Australian marketing information is presented.
12.15 - Weather information.
12.21 - National Farming News & Comment.
12.30 - National and State News.
to
12.45
12.45 - Stock Exchange - morning report. This fulfills the important function of not only advising those interested, of the morning's trading, but also allows the Rural Community to relate their prosperity to general business.

12.48 - Agricultural feature. This ranges in style from interview to composite edited magazine items, and occasionally a talk or several talks linked. On Mondays, Wednesdays (except in Western Australia), Thursdays and the third Friday in the month, these are national, and usually emanate from Sydney. On special occasions a State can ask to be relieved from relay at this time. The national units are programmed at Head Office from tapes and ideas submitted from the States.
1.00 - Farming serial, "Blue Hills", after which the weather forecast is again presented, and the programme closes at 1.13 p.m.

(b) "The Country Breakfast Session": These are prepared in and broadcast from some 24 Regional centres and range in duration from 15 to 30 minutes. The impact is local, and the Regional Rural Officer has the advantage of being a member of the Regional community. His programme which reflects the interest of his whole Region, involves considerable travel and the setting up of correspondents throughout the Region.

The principal aims are not unlike those of the "Country Hour", except that they are exercised on a Regional, rather than a State, or national basis.

The programme content can be flexible and topical. The whole rural community is served, i.e. the farm family foremost, but the Banker, Storekeeper, Veterinarian, Stock & Station Agents, etc., all find much of value to them. The style and content varies to some degree with the nature of the Region.

(c) "Farm and Home": A weekly magazine programme designed to assist the country woman in her domestic, community and cultural life. The national programme is built and presented by a woman agricultural graduate officer located at Head Office. She also co-ordinates the monthly local programmes operating in most States, and the Northern Territory, and the Territory of Papua & New Guinea. This officer also devises programme series for use during the resting of schools programmes during school vacations. These range from drama to discussions.

In South Australia, the State "Farm and Home" programme is presented by a lady contract artist who has had 26 years experience of country life. She does this on the fourth Friday of each month, thus catering for the special interests of South Australian country women.

(d) Territory Programmes: Special but regular programmes are devised in the Northern Territory, and Papua and New Guinea, with similar aims to the national "Country Hour", and the Regional "Country Breakfast Sessions", but adapted to local needs.

In Papua & New Guinea, there is a weekly magazine "Country Call" in English, and "Tok Tok Bilong Didiman", a programme for indigenous farming people, broadcast by officers at Port Moresby and Rabaul. The indigenous Rural Officers contribute material to "Country Call" and to the daily midday "Countryman's Session". There are Gardening Sessions, and a local "Farm and Home" programme.

In the Northern Territory, the "Country Hour" is presented daily as already explained.

(e) "The Countryman's Session": In Australia, these are alternately State and national, and are broadcast on Sunday mornings at 8.15 a.m. (S.A. time); they deal with general economic topics of wide interest, success stories, comments on books for the countryman, etc.

(f) Gardening Programmes: Practical talks, interviews and question sessions in all cities and Regional centres. The typical Australian in town or country is a garden lover, and such broadcasts attract a wide audience.

(g) Rural Youth Competitions: The A.B.C.'s Rural Broadcasting service also caters for the young people of the country, the future farmers and farmers' wives. Many broadcasts are arranged with the various Rural Youth Movements in each State, and on a national basis, thus stimulating interest in Rural Youth Clubs. Among such broadcasts, the National Rural Youth Competitions take pride of place.

These seek Australia's leading Rural Youth members through broadcast contests in which the knowledge of the young people is tested in current affairs, specific agriculture, general agriculture, and homecrafts. They encourage leadership and self-expression in young country people.

They also demonstrate to a large metropolitan audience that the young people of the country are at least as mentally alert and progressive as their city brothers and sisters, and that they have a staunch purpose in living, and a deep love for the land. In the past, we have successfully conducted Pig Raising, and Table Poultry Competitions for Junior Farmers.

## Types of Programme - Television

The introduction of television to Australia in 1956, provided a new tool and a new challenge to the Rural Broadcaster. A.B.C. television stations operate from all six State capitals, from the national capital in Canberra, and also from Rockhampton and Townsville in Queensland.

Linked with these are a large network of relay transmitters without any local studio facilities; these in all, at the end of 1966 numbering 25 transmitters, and in addition, two television translator services were in use.

The 34th Annual Report of the A.B.C. for the year ended June 30th 1966, in commenting on television development, stated that during the year, 10 additional Regional television stations were opened under Stage 4 of Government planning. All were connected by micro wave links from existing A.B.C. studios. At that stage, it was calculated that 94% of the Australian community now had television available in a primary service area.

(a) Weather Reports: Each station provides daily weather reports and forecasts arranged in association with the Bureau of Meteorology, but presented by A.B.C. officers.

(b) "To Market to Market": Each studio station except Canberra, presents a weekly guide to housewives on the quality, supply, and retail prices of fruit and vegetables. These are widely viewed by growers and shopkeepers. They are not relayed to most regional stations.

(c) Gardening Programmes: Under various names, each station presents a weekly gardening programme of up to 20 minutes in duration. These are essentially of a practical nature and include Outside Broadcasters. Canberra has its own special television garden in the studio grounds.

(d) Farming Programmes: Under varying names, and of varying duration, special weekly programmes are prepared. In N.S.W. and Victoria, they have an evening showing to country stations only, with a whole State repeat on Saturday afternoons. In other centres, the programmes are total audience programmes, i.e. shown on metropolitan and country transmitters simultaneously.

(e) Film Exchange: Film exchanges are made with members of the European Broadcasting Union, the Asian Broadcasting Union, and some "behind the iron curtain" countries.

## Audience Research Activity

The A.B.C. has its own research unit, staffed by graduates who undertake regular audience research projects in both radio and television. This allows an accurate assessment of audience reaction, and the worth of material included in the broadcasts.

In addition, the A.B.C. subscribes to the McNair, and Anderson Audience Analysis reports which are based on capital city audiences. In this way, extra assessment of "Rural" programmes directed at city as well as country people, e.g. T.V. Weather, and Gardening, can be assessed for popularity. The A.B.C. Research Division generally speaking, covers a wider spectrum of audience reaction to programmes, than the Anderson, or McNair ratings.

## Co-operation With Other Organisations

The Rural Department of the A.B.C. works very closely with the Commonwealth Bureau of Meteorology in the dissemination of weather information. The Bureau of Meteorology is responsible for the content of all these weather broadcasts on radio and television, presented by the A.B.C.

In South Australia, close liaison is maintained with the Department of Agriculture, with planned extension talks being undertaken in each Regional station in the "Country Breakfast Sessions", as well as regular contributions to the State "Country Hour". In addition, further talks are broadcast and television projects undertaken, as deemed necessary by the A.B.C., and the Department of Agriculture. The Department of Agriculture officers are very valued members of the South Australian radio and television gardening panels.

In South Australia, the University of Adelaide, through the Waite Agricultural Research Institute, and various University Faculties, have together arranged many radio and television programme contributions on a State and national basis.

The C.S.I.R.O., and other Commonwealth and State Departments whose work involves them in agriculture, forestry, or any other Rural activity, have also proved to be valuable contributors to Rural Broadcasts in South Australia. This co-operation is typical of that shown throughout Australia.

## World Recognition of Rural Broadcasting

The A.B.C. has been honoured by the notice taken of its Rural Broadcasting system by other broadcasting organisations. Our methods are providing a blueprint for other countries, particularly the developing countries of Asia and Africa in enabling them to reach their rural people, and stimulate more efficient farming methods.

This international interest in Australian rural broadcasting received its first major stimulus in 1956, when the British Commonwealth Broadcasting Conference was held in Australia. Rural Broadcasting was the Conference's special topic, and as a consequence of this free exchange of ideas, some developing nations took the Australian system as a master-plan for their own services, adapting, modifying and initiating where necessary.

What could be called "the rural broadcasting explosion" developed further in 1960, when the A.B.C. was asked to provide, under the Colombo Plan, a three months' Training Course in Rural Broadcasting.

Nine Fellows from Thailand, the Philippines, India, Ceylon, and Brunei, studied with their Australian counterparts. So successful was this initial course, that annual courses were provided until 1966, when 25 Fellows from 14 countries attended a 4 months Course, including a month of intensive study into television techniques.

A number of A.B.C. Rural staff have participated as "experts" at F.A.O. Farm Broadcasting Seminars, and an officer was sent to Malaysia and Laos as an Adviser under the Colombo Plan.

## The Future

We are far from complacent when we look to the future. The challenge we see demands leadership, careful planning to meet new needs, and drastic revision of existing ideas and techniques.

# 40. QUEENSLAND DEPARTMENT OF PRIMARY INDUSTRIES

by C.W. WINDERS,
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Agricultural extension services in Queensland are provided in the main by the Department of Primary Industries and the Bureau of Sugar Experiment Stations. The Department of Irrigation and Water Supply has a small advisory section, and field officers and technical advisers attached to industry organisations and companies also give advice to primary producers. Only a few private consultants are operating in the State.

## Aims and Guiding Principles

The Queensland Department of Primary Industries stems from a Stock Branch in the Colonial Secretary's Department and a Department of Agriculture within the State Department of Lands. The Agriculture Department was separated from the Lands Department in 1897 and with the Stock Branch became a Department in its own right. Amalgamation into a Department of Agriculture and Stock was effected in 1904. The name was changed to Primary Industries in 1963.

The Bureau of Sugar Experiment Stations was formed on the initiative of cane growers in 1900 and was part of the Department of Agriculture and Stock until 1951, when its financing and direction were transferred largely to the sugar industry by Act of Parliament.

The major present-day functions of the Department are:

(a) To provide research, advisory, and other services to the primary industries of Queensland (except the sugar industry) and to some extent to handlers and processors of primary products, such as canneries, meatworks and dairy factories.

(b) To initiate, advise on and administer legislation designed to assist the primary industries in pest and disease control, marketing, standards of farm requirements, etc., and to protect consumers of farm produce such as meat, milk, fruit and vegetables from unwholesome produce, cheating, etc.

The Department thus has extensive regulatory as well as service functions. A guiding principle in securing the observance of regulations and changes in production practices is education of the people concerned, and staff training is directed accordingly.

The Department is organised into six Divisions, namely Administration and General; Animal Industry; Dairying; Development planning and Soil Conservation; Marketing; and Plant Industry. Extension services are in the main integrated with the research/investigation and/or regulatory functions of the various branches within the Divisions. Thus the Horticulture Branch operates research stations and laboratories, conducts extension activities in horticulture, and has some regulatory functions. The Dairy Field Services Branch is primarily regulatory in its functions, but its regulatory officers do much extension work, and the staff also includes technical officers.

There is a service branch - Information and Extension Training - in Administration and General Division, which handles centralised publications, radio and television, and trains staff in extension principles and methods.

The field pattern of organisation is one of decentralisation by specialty but not one of integration. That is to say, no common supervision embracing more than one Branch is exercised over Departmental officers in a district or region. One pilot centre has been established in which integration of extension is being accomplished under the guidance of a specially trained extension officer.

## Methods

The educational methods used are of considerable breadth. A great deal of individual contact is made by both advisory and inspectorial/advisory officers on properties and in Departmental offices. Much of the individual contact is a follow-up of group activity, but some is made on regular farm inspections for regulatory purposes.

Group activity takes various forms. There is no organised Agricultural Bureau in Queensland, but organisations such as the Queensland Dairymen's Organisation, the United Graziers' Association of Queensland and the Queensland Grain Growers' Association have numerous branches with which contact is maintained. Most of the field days in which Departmental officers participate are organised by such bodies and numerous addresses on technical matters are given at branch meetings.

In addition to these institutional groups, there are numerous locality groups with no affiliation with an organisation, operating as rural science discussion groups and the like. Departmental officers are closely associated with the organisation and operation of such groups.

The Department conducts occasional schools, sometimes with industry organisations, of up to a week's duration. These are generally on specific subject matter - wool production, farm budgeting, pasture improvement, etc.

The mass media are widely used. The Department issues its own monthly "Queensland Agricultural Journal", of which some 12,000 copies are purchased by primary producers. A weekly package of technical advisory matter is supplied to all newspapers from Head Office and many provincial papers have regular farm feature pages to which field officers contribute extensively. A wide range of leaflet material is available to farmers, and numerous monthly bulletins of topical information are distributed direct to district farmers from district officers. Exhibits are shown at the main city and country shows.

Radio is not widely used at present. From time to time special farm sessions are provided on country commercial stations, but there is no continuity of such programmes. However, a short digest of topical material is supplied on tape each week to all broadcasting stations. The national stations garner much material from Departmental officers for Country Hour and Country Breakfast Session programmes. Television is not used on a regular basis, except that a fortnightly package of stills is provided for the A.B.C. Queensland Country session.

## The Groups Served

Departmental extension services are directed mainly to primary producers, but special educational activities are from time to time directed at retailers of seeds and fertilizers, at factory operatives and at other groups handling farm requirements or farm produce.

No attempt is made to meet educational needs outside the extension field, other than some public relations activities directed at school children.

## Staff

The Departments' staff has very diverse duties, and many who are engaged primarily in research, regulatory and special services (e.g. soil conservation) have extension responsibilities as well. Many of the officers who are primarily extension officers have some investigational or regulatory functions also.

The full-time staff of the Department is over 1,800. Several hundreds of these have some extension responsibilities and the full-time equivalent extension strength is between 350 and 400 officers. The extension functions performed are mainly of the nature of teaching, though some organisation of groups is involved.

## Relations with other agencies

Relationship with the Rural Youth Organisation is not a particularly close one. The Organisation in Queensland operates under the aegis of the Education Department. The Department of Primary Industries is represented on a large Advisory Committee. Its field officers act as Advisors to a number of Clubs and many officers participate in Club activities at the local level. There is only a very slight association with the Adult Education Board of Queensland.

## Pointers to the future

No radical changes in Departmental organisation or scope are envisaged. The Department is working towards improving its extension services through greater integration at the field level, through better in-service training, and through better support on the information side.

## 41. AGRICULTURAL EXTENSION SERVICES IN VICTORIA

Compiled by:
THE VICTORIAN DEPARTMENT OF AGRICULTURE.

Agricultural extension (advisory) service to farmers in Victoria is supplied principally by the State Department of Agriculture, Soil Conservation Authority, State Rivers & Water Supply Commission, Department of Crown Lands & Survey, and the agricultural press, radio, and television services. Contributions are also made by other State Government agencies, Marketing Boards, primary industry organisations, manufacturing and trading companies, banks, and private agricultural and veterinary services.

The Commonwealth Scientific & Industrial Research Organisation, the Commonwealth Department of Primary Industry, and the Universities make available the results of their applied research and surveys to State Government Departments, the press, and direct to farmers on request. The Veterinary Research Institute of the University provides a diagnostic service to the Department of Agriculture and private farmers.

### Department of Agriculture - Historical Review

The forerunner of the present Department of Agriculture, viz., the Board of Agriculture, was formed in 1859, only eight years after the proclamation of the State as an independent self-governing democracy. Ten years later, the passing of the Land Act ended the squatting era and established agricultural settlement in Victoria on a sound basis. The Department, formed in 1872, did much to foster improved agricultural practices and by the end of the century many farmers and farmers' clubs were looking to it for advice and assistance. About this time, the day of the agricultural scientist had dawned, and the Department had on its staff expert officers ranging from wheat, dairy, stock, and horticultural advisers to a vegetable pathologist, an entomologist, and a chemist. They published various advisory bulletins and guides for farmers. In 1874 the Stock Act, aimed at animal disease control, was passed and the extension activities of the future Live Stock Division (now divided into Divisions of Animal Health and Animal Industry 1966), backed by Regulations commenced. In 1896 the Vegetation and Vine Diseases Act laid the foundations of district advisory and regulatory work in horticulture, and in 1905 the Milk and Dairy Supervision Act gave similar benefits to the dairying industry.

In 1902, the information service was strengthened by the monthly publication of The Journal of Agriculture, which has persisted as the main general extension publication of the Department. Even earlier, the importance of training in Agriculture was evidenced by the passing of the Agricultural Colleges Act on 1884, soon after which Dookie and Longerenong Colleges were established.

It is impracticable here to describe the steady development of the Department of Agriculture to its present establishment of 1,321 officers plus 414 employees, or the manner in which its regulatory, extension (advisory), and research services have been developed and blended. They have grown in response to the requirements of the community, influenced by available and potential markets and affected as it has been by wars, droughts, depressions, and booms.

The Better Farming Train in the 1924-35 period and the Mobile Extension Unit in 1954-58 marked special extension efforts by the Department, as did the pasture improvement campaign commenced in 1931 subsidised by the Pasture Improvement League. The success of these ventures indicated a realization by farmers of the need for advanced techniques and resulted in an insistent demand for more research, research stations, and advisory officers. This demand still continues.

Expenditure by the Department of Agriculture is derived mainly from State Government sources reinforced, in recent years, by grants for both research and extension work from most agricultural industries and the Commonwealth Government. It is interesting to note that the total number of officers has grown from 528 officers in 1932, and 676 officers in 1948, up to the present figure of 1,321.

## Structure of the Department of Agriculture

Under the Minister of Agriculture the Department is controlled by the Director of Agriculture assisted in the Central Administration by the Deputy Director, Senior Executive Officer, Secretary, Accountant, Commercial Officer, and their staffs. Nearly all the professional staff are university graduates (87%) as are some of the administrative officers. The technical staff are mainly agricultural college diplomates (36%) or have passed special qualifying examinations.

The Department conducts 18 Agricultural Research Stations, 3 Colleges, and an Institute teaching Dairy Manufacture.

## Extension Staff

Each Division and Branch is responsible in varying degrees for extension in addition to its research, experimental, regulatory, or youth teaching activities. The extension work of each is contributed to by both full- and part-time staff. They exclude the percentage of time spent by part-time officers on regulatory work, e.g. produce, stock, dairy, and fruit Inspection. It will be noted that there is no Division of Extension, but the Information Branch serves all Divisions.

Opportunities for staff promotion and advancement for similarly qualified research and extension officers are equal in the Department of Agriculture.

### Extension Staff

| Division or Branch | Total | Full-time | Part-time |  |  |  | Total equivalent full-time | Stationed in country |
|---|---|---|---|---|---|---|---|---|
|  |  |  | -75% | 50% | 25% | Full-time equivalent |  |  |
| Agriculture | 59 | 11 | 6 | 15 | 27 | 29 | 31 | 43 |
| Horticulture | 104 | 38 | 4 | 4 | 58 | 57 | 57 | 82 |
| Animal Industry | 45 | 31 | - | 7 | 7 | 5 | 36 | 28 |
| Dairying | 129 | 10 | 13 | 5 | 100 | 38 | 48 | 106 |
| Information | 24 | 24 | - | - | - | - | 24 | - |
| Biology | 6 | 2 | - | 4 | - | 2 | 2 | - |
| Animal Health | 54 | 3 | 1 | 18 | 32 | 17 | 21 | 34 |
| Agricultural Education* (Colleges) | 1 | 1 | - | - | - | 1 | 2 | 2 |
| Agricultural Economics | 5 | - | - | 4 | 1 | 2 | 2 | 5 |
| Totals | 427 | 120 | 24 | 57 | 225 | 151 | 225 | 300 |
|  |  |  |  | 306 |  |  |  |  |

Note: Purely administrative, library, and clerical officers not included.
*Many officers contribute to short courses, radio, T.V., etc.

The above table shows that 427 officers (professional and technical) are engaged in extension work - 120 full-time and 306 part-time, equivalent to 225 full-time officers. It is considered that this system of combined full-and part-time extension activity provides greater efficiency than would be obtained if extension work were confined to full-time extension officers.

## Current Trends and Developments

The current trend in the development of the extension services of the Department is to strengthen its present structure with the following immediate objectives:

(a) To increase and establish the number of graduate District Agricultural Officers (D.A.O's) and extension officers in charge of districts to at least 24, compared with only 10 at present. They are general practitioners' who serve mixed farming districts and are supported by industry specialists as needed.

(b) To fill the number of vacancies (5) for District Veterinary Officers. Thirty students are now doing the Veterinary course on Departmental scholarships and will work in Victoria on graduation.

(c) To increase the number of industry specialists, e.g. dairy husbandry and sheep and wool advisers, agronomists, horticultural extension specialists, etc.

(d) To provide more technical assistance for professional officers, particularly to assist in the conduct of result demonstrations.

(e) To expand the Farm Economics Branch as a support for the increasing emphasis on the need for farm management extension advice by specialist and district officers.

(f) To accelerate in-service training facilities.

(g) To make maximum use of television as the latest method of mass media extension.

(h) To conduct research to determine the most efficient methods of extension for the different classes of objectives in the various population environments.

## Decentralisation

Decentralisation of extension staff is most desirable, not only in order that better extension service may be given, but also to enable the Department to be better informed regarding the actual extension needs of farmers. Some 320 extension officers, or approximately 75% of the total number engaged in extension, are located in 67 country towns or on one of the 18 Departmental research farms or centres. Most extension officers who are stationed in Melbourne travel extensively in the country.

## Co-ordination of Extension Activities

In the absence of a special division of extension, co-ordination is supplied, where necessary, through Central Administration on a Departmental basis, and in Divisions by their Chiefs, who delegate as required, e.g. to the Senior District Agricultural Officer, Senior Horticultural Instructor, Senior Sheep and Wool Officer, etc.

The publications and press statements of the Department pass through the hands of the Information Officer following Divisional preparation and approval although authorised district officers supply local papers, T.V. and radio stations with information direct.

Consultation but not co-ordination takes place between Departments as may be required. In many country towns, officers of two or more State Government Departments occupy the same offices, ensuring close co-operation. Numerous Departmental committees facilitate discussion and the establishment of Departmental policy on numerous subjects. Departmental officers serve on various Commonwealth-State committees under the auspices of the Australian Agricultural Council.

## Research-Extension Liaison

In a Department organised for research and extension on a Divisional basis little difficulty arises in research-extension liaison, as the work of the various Branches is closely integrated on a subject-matter basis. Industry specialists are expected to keep in close liaison with district officers, and locally based officers of different Divisions are in constant touch.

The Department's Library with four officers organises the distribution of a large range of Australian and overseas publications, the greatest problem being for officers to make time to read them.

Difficulties do occur in communicating progress reports on research projects before publication and in some cases extension officers should see more of field experimental work as it takes place in their districts. However, applicable results are published soon after being obtained, in Departmental technical bulletins or as papers in various scientific journals, and summaries are included in the Journal of Agriculture or one of the various industry digests. Newsletters compiled by specialists and research workers on various subjects are circulated and could be more widely used.

The new Journal of Experimental Agriculture and Animal Husbandry is a most useful publication and should encourage the earlier availability of experimental data.

## Farm Management Extension

Any experienced extension worker involuntarily envisages the general effect of a recommended farm practice on the general management of the farm and, in fact, considers it before making a recommendation. To date the department has not engaged in much detailed whole-farm management planning or budgeting, partly because so far there has been little demand for it, but also because of lack of trained staff and production standards for them to work by. The Farm Economics Branch is being built up to reduce this deficiency and to assist district officers. It may be expected that the need and demand for more farm management extension advice will increase as, through demonstrations, its value is recognised. At the same time, the thirst for technical advice appears to be unquenchable.

## Mass Media Extension

All the accepted mass media are utilised to varying degrees according to their application to the different needs and as staff and facilities are available. Victorian trends are discussed in other papers submitted to the Extension Conference.

The media may be listed as:

The Victorian Journal of Agriculture (8,000 subscribers); special industry publications (for which a small charge is made); weekly, monthly, and special press statements; industry digests (60,000 distributed free annually); circulars, still pictures, and slides; motion picture films (89 films produced since 1940); radio (A.B.C. and commercial stations); television - live participation in television includes three regular weekly programmes and occasional appearances with the Australian Broadcasting Commission. Film clips are supplied at least weekly to the A.B.C. and country commercial stations. This service is supplemented with still films, slides and art work.

Country-based officers contribute to local papers and also to local radio and television programmes. Regular radio programmes entitled "The Voice of Agriculture" have been supplied weekly since 1954 to 14 country commercial stations. Officers also speak over the A.B.C.'s local, State, national and overseas programmes.

For country shows and at the Melbourne Royal Show exhibits are prepared mainly to stimulate interest.

## Group Methods

In the field, group methods in the form of field days, farm walks, competitions, discussion groups, etc. are commonly and increasingly used, there being a trend away from lectures and film evenings. Some farmers' schools are conducted and these will increase as staff become more available and experienced. Apart from the above, district officers work mainly on a "request basis" other than farm visits required under Regulations or for surveys. However, requests may be stimulated in various ways by an enterprising and energetic officer. There is an increasing demand for on-the-farm advice which cannot be met.

Demonstration in the field of improved practices is probably the most telling form of extension and the motto "seeing is believing" is still the hard core of extension work and applies at all levels of the extension ladder. Farmer participation in the formulation of extension programmes, including result demonstrations, is most desirable and is therefore encouraged.

There is no agricultural bureau in Victoria in contrast to those conducted in New South Wales and South Australia. Agricultural Societies, which are to be found in all the main country towns do not completely meet the needs for regular district meetings of farmers to discuss production problems. On the other hand, individual industry associations and the Australian Primary Producers' Union are strongly established in Victoria, e.g. dairy farmers and herd test association wheat and wool growers, graziers, tobacco, poultry farmers, and several associations of fruitgrowers. Extension officers work freely with branches of these bodies although much more could be achieved through them.

The industry periodicals are a very effective channel for written extension material, which is appreciated by both editors and readers.

## Young Farmers' Movement

(See paper below by H.J. Keys, paper 46 )

The Young Farmers' Movement is well established in Victoria. The Junior Section is controlled by the Education Department being located at its schools, having developed from school clubs, e.g. calf clubs, some 40 years ago.

The Senior Young Farmers' Movement comprises approximately 152 clubs with 4,500 members, the secretarial and organisational work being conducted through the Royal Agricultural Society with substantial support from a Government grant. The Chief Division of Agricultural Education is Chairman of the Senior Young Farmers' Council, which co-ordinates all activities. The Senior Dairy Husbandry Officer is also a member. Country officers co-operate with local Clubs but more could and will be done in this field.

## Libraries

The Department of Agriculture's Central Library in Melbourne supplies country officers with a wealth of agricultural literature and regular accession lists of new books and pamphlets which can be borrowed on request. This service is extensively used. Lists of references on particular subjects are compiled. Country officers and Research Stations have their own small libraries.

## Women's Services

The Department does not conduct an organised "home economics service" although advice is given on such matters as fruit preserving, etc. by three female officers.

## In-Service Training for Extension Workers

This important requirement is met mainly by the association of young officers with their more experienced seniors in the various divisions and branches, and in the conduct of field projects and surveys. Regular schools are held on a Departmental basis, particularly concerning the use of various extension methods, and Divisional conferences are conducted on a subject-matter basis. All officers are expected to read extensively and are supplied with literature concerning extension methods.

Whenever possible, officers at all levels are given an opportunity to obtain interstate experience at conferences or on inspection tours.

# 42. THE N.S.W. DEPARTMENT OF AGRICULTURE

by M.J.R. MacKELLAR,
EXTENSION OFFICER,
N.S.W. DEPARTMENT OF AGRICULTURE.

## In The Beginning

The Department of Agriculture in New South Wales began in 1890 as a Branch within the Department of Mines. It became a Ministerial Department in its own right in 1907.

The first Director of Agriculture, H.C.L. Anderson M.A., in 1890 drafted objectives for the new Department objectives which in large part are valid today. "I was instructed one evening to prepare a minute showing my views on the whole question, and devoted the whole of that night to the work. It was presented to Sir Henry Parkes' Cabinet next morning, was approved, and adopted as the basis of operations."

One of the aims he outlined was: "..... above all to bring the agriculturalists of the Colony into such close and cordial relations with the Department as will acquaint them with its work and inspire them with confidence in its ability to serve them; and at the same time make the officers of the Department informed of the difficulties and needs of the tillers of the soil." This "two-way" concept has remained typical.

Anderson's detail of objectives underlined the following:

. to collect, arrange, publish and disseminate ..... all useful information in regard to agriculture .....

. to recommend the best methods of culture, most suitable crops, best implements of husbandry, best stock .....

. to answer questions, stimulate inquiry, and invite discussion .....; to test seeds, trees, implements, methods, new crops, manures .....; to analyse soils, test supposed poisonous plants, and describe the botany of the Colony ...

. to investigate the insect (and microbe) life of economic interest .....

. to get together an agricultural library ..... to supplement the practical experience of our experts ...

. to educate adult farmers ..... and stimulate healthy rivalry (by competitions); to educate youth in the science and practice of agriculture... by a system of education graduated from the schools to the university...

. to indicate improved methods by which to get the greatest return from any agricultural area ...

. to assist in expanding our markets for the surplus of produce; to enlarge our productive capacity, so as to completely supply our own wants in such crops as wheat, ..... etc., and gradually to substitute home grown for imported products.

He concluded "..... although no new Department could achieve more than a small portion within its first few years, the objects will furnish a plan by which to gradually build a worthy superstructure."

By 1891 there were: crop and livestock specialists; field advisers; a research team to investigate problems and develop new knowledge; a monthly extension journal, The Agricultural Gazette; bulletins; an agricultural college and experiment farm (Hawkesbury) and sites had been selected for other "experimental and demonstrational" farms.

Anderson was aware of the need for a co-ordinated service and the need for trained and experienced personnel.

He wrote in 1892 -

"However explicit and simple our printed documents may be, they can never take the place of verbal instruction and personal conference ..... If the Department can supply experts in the cultivation of cereals, fruit, vines, dairy products and sub-tropical production, they will be kept constantly busy ..... These men should be practical above all things, and able to explain the science and if necessary illustrate the practice of the branches of Agriculture they are proficient in. Provided such officers confine themselves strictly to the subjects in which they are expert, and refer all others to the proper officials of the Department, such men will be welcomed by the farmers, and will do good which cannot be measured by their salaries."

When reviewing the work and effect of the first five "Inspectors of Agriculture" he had employed, Anderson was disappointed with the farmer response.

He wrote in 1893 -

"Experience convinces me that no officer of the Department should be sent to instruct our farming population, unless he is, in the proper sense of the word, an expert in one or other branches of Agriculture. The farmers will listen with respect to a man who is able to teach them on any line ..... but they will not listen to any man whom they rightly or wrongly imagine to be a theorist or who cannot practice what he preaches."

This view has influenced the type and training of the field staff of the Department to the present time.

In addition, Anderson felt the need for a "group extension" organisation. In 1910 he launched a movement which he called the Agricultural Bureau of New South Wales; a voluntary body in country centres, with its prime objective adult education - and agricultural education in particular.

## The Department Today

In 1893 Anderson's staff totalled no more than 60: scientists, advisers, college lecturers, clerks, farm labourers. Of the $230,000 for the three years 1890-92 he was only able to spend $120,000.

Today there are more than 3,500 employees, and annual expenditure ranges around $13,000,000. Of the 3,500 about 600 are Professional Division officers, with degree or diploma qualifications. These professional officers are employed to provide research and advisory services.

(a) Departmental Organisation: The Department is organised in Divisions - each concerned with particular subject-matter areas affecting rural productivity and efficiency.

For example, in the Division of Animal Industry there are the research and district veterinary officers and the sheep, piggery, poultry, beef and apicultural officers - some of whom are stationed at research stations and some in rural districts as advisers. Similarly there are the Division of Plant Industry, Division of Horticulture (Fruit), Division of Dairying, Division of Marketing and Agricultural Economics, Division of Science Services.

(b) Field Officer System: The Department depends on a district field officer system of advisory service. Officers are located at approximately 70 country addresses. Drawn mainly from the Divisions of Plant Industry, Dairying, Animal Industry, and Horticulture, the agronomists, dairy officers, livestock officers (sheep and wool, beef, pigs, poultry, apiary), and fruit officers comprise the bulk of the extension personnel. But there are also some regional plant pathologists and entomologists of the Division of Science Services, regional economics research officers of the Division of Marketing and Agricultural Economics, and farm machinery officers of the Agricultural Engineer's Branch.

The advisory officers are all in effect specialists. However, it is Departmental policy (as well as a practical necessity) for them to advise at all times to the limits of their competency in other fields besides their own.

The district officers are mainly diplomates (apart from the veterinarians). Some agricultural science graduates are in the district advisory ranks, but most are in research.

Each "production" division - Plant Industry, Horticulture, Dairying, and Animal Industry - has a principal extension officer and appropriate subject-matter specialists located at Head Office. They advise on policy in the respective field, guide allocation of extension resources and help to keep field officers abreast of advances in subject-matter.

(c) Free Service: The advisory services are free. Although there is a great volume of "personal contact" service - by farm visits, office callers, 'phone calls and letters, the personal contacts are numerically inadequate. Heavy use is therefore made of mass and group extension media - T.V., radio, the press and other publications, field days, meetings, short-term schools and courses, conventions and demonstration projects are some of these activities.

(d) Equipment Available: There is extensive audio and visual aids equipment available. A typical district office has a range of equipment including 16 mm. cine film projector, 35 mm. slide projector, 35 mm. cameras, black and white and colour film, desk and pocket size slide viewers, portable public address systems, overhead projectors and screens, lapel and standard microphones, broadcast quality tape recorders of standard and transistorized size, batteries and other accessories. At regional headquarters are magnet flannelboards, and episcope.

District officers have access to an agricultural film library in the Department and to other film libraries.

(e) Regional Organisation: Field officers of the Department, apart from veterinarians and those at research stations and the three Agricultural Colleges, are under the immediate control of Regional Supervisors of Agriculture.

There are nine Agricultural Regions and each Regional Supervisor is an experienced extension worker, seconded from his Division and responsible to the Chief of Regional Extension Services in the Central Administration.

The Chief of Regional Extension Services is also responsible to the Director-General for effective supervision of and reporting on Commonwealth Extension Services Grant expenditures on extension work in this State.

Each Region has an extension specialist designated Publicity Officer. These work through mass and group media - radio, T.V., press, field days, conventions, and meetings. They are not subject-matter officers but influence the effectiveness of extension - partly through personal use of the media, but mainly by developing the district officers' use of them.

The veterinary personnel of the Department are in a separately decentralised system, responsible to the Chief of Division of Animal Industry. There are 11 Veterinary Districts. Each Veterinary District includes several Pastures Protection Boards ( a Local Government body). Veterinary Inspectors employed by the Pastures Protection Boards work closely in collaboration with the District Veterinary Officers.

Headquarters staff of the Division of Science Services and Division of Marketing and Agricultural Economics are also concerned with extension through publications, field days, meetings, and short-term schools and courses.

(f) Co-ordination of Extension Efforts: District Agronomists are chairmen of District Co-ordinated Extension Service panels. These panels comprise officers from other Divisions of the Department, plus Soil Conservation officers, N.S.W. Milk Board supervisors, and Rural Bank Valuators. The panels are the machinery for co-ordination of farm advice by the various agencies in the area.

(g) The Extent of Decentralisation: As a measure of decentralisation, nearly 80% of the Department's professional, general and clerical employees are in rural areas. Many of the professional officers are stationed at research stations, institutes and agricultural colleges. Although not in "district officer" categories, they too perform advisory service - partly to farmers and partly to district officers.

(h) Supplementary Staff: The Department provides methods specialists in the Division of Information Services to assist and supplement the work of the District officers.

An editorial staff processes material for the monthly Agricultural Gazette of N.S.W., a quarterly Poultry Notes, a bi-monthly Dairy Topics, a weekly Press Copy Sheet (sent to about 350 newspapers and radio stations), and a range of more than 1,200 booklets and pamphlets (about 700,000 copies are distributed each year). In addition, special productions are collated within the Division for short-term schools and courses. With few exceptions, all these publications are free.

Also within this Division, the display artist section assists with show exhibits, lecture aids and art work for publications. The photographic and allied aids section processes the products of field officers' camera work - returning them as 35 mm. slides. 16 mm. movie film for group work and for T.V. presentation is produced and the staff participate in script production for other films produced under contract. A cine film loan service for district officers and farm groups is also maintained. The radio and other aids section provides tapes and recordings, used to supplement the farm broadcasts of field officers.

The Library circulates some 500 items per week of periodical literature among Departmental staff, provides a reference search-service for science and extension personnel, and fulfils the other normal functions of a technical library.

In addition, Regional headquarters and district offices have their own small libraries and there are libraries at the agricultural colleges and research institutions.

(i) Colleges and Institutions: Three agricultural colleges are administered by the Department.

Hawkesbury Agricultural College accommodates about 240 students and provides three Diploma courses at tertiary educational level. These are the Diplomas in Agriculture (3 years), Dairy Technology (2 years) and Food Technology (3 years). Wagga Agricultural College, with some 90 students, provides a Diploma in Agriculture (3 years). Many of the Department's field staff are diplomates of these colleges.

Yanco Agricultural College and Research Station provides a single-year agricultural course. The entrance qualifications for this course are lower than those of the agricultural colleges and the course is slanted more towards the practical aspects of farming today. About 100 students are catered for.

The Colleges are used for short-term schools and courses during vacations. These are both of in-service and extension nature.

The field institutions of the Department - the Veterinary Research Station at Glenfield; Agricultural Research Institute, Wagga; Agricultural Research Stations at Bathurst, Condobolin, Cowra, Grafton, Griffith, Leeton, Temora, Narrabri, Wollongbar, Tamworth, Trangie, Yanco, Glen Innes and Lower Murray; the Poultry Research Station at Seven Hills; the Citrus Research Station at Narara; and the Tropical Fruit Research Station at Alstonville, are all used for extension purposes as well as research.

## Use of Mass and Group Media

(a) Press, Radio, Television: Extensive use is made of mass media. In 1965/66 press releases from Regional offices totalled about 2,000. Good use has been made of special supplements in rural newspapers planned by Regional Publicity Officers in conjunction with district officers.

The total of radio broadcasts was nearly 5,000, with "on air" time of 530 hours. A trend away from "lengthy" 15 minute sessions to short 2-3 minute topical items has been notable in recent times. All Regions have television commitments, though some have currently curtailed or terminated their initial regular commitments whilst taking stock of this medium and its heavy demands on time. In 1965/66 Regional and District officers aggregated more than 200 T.V. sessions, with a total "on air" time of more than 100 hours. All of the radio and T.V. "on air" time has been free of charge to the Department.

(b) Group Work: The co-operation of District officers with local groups has long been a feature of extension work in New South Wales. Of special interest in this regard is the organisation known as the Agricultural Bureau of New South Wales.

The Agricultural Bureau was set up in 1910 on the premise that although there were many farmer organisations in the State, there was room for one which would concentrate on agricultural educational objectives, and achieve them through group meetings. Since 1910 there have been branches in more than 1,600 localities. Longevity and effectiveness of a Bureau branch depend on the leadership strength of local office-bearers. The number of branches active in any one year has varied from 150 to 250.

Since 1921 the Department has provided a small organising staff and a secretarial office for the Bureau as a federated system of branches. There is a State Council, elected annually, meeting quarterly at Departmental expense. A residential State Congress is held annually at Hawkesbury Agricultural College. This provides a three-day educational programme and is attended by up to 250 delegates.

Over the last two years the approach to organisation and location of branches has changed radically. Previously, branches were almost all in minor localitites. They met monthly, at night, for a discussion group, lecture, films, slide discussion, debate, lecture or similar activity. They promoted field days. Adjacent branches collaborated also to promote special conventions.

Although most branches are still functioning along those lines, new branches since 1965 have been formed mainly at major country centres rather than in minor localities. Their activities are planned and managed by a committee which promotes three or four major events per year rather than a monthly or otherwise regular meeting of members. The change has been a marked success. Since March 1965 the total affiliated membership of the Agricultural Bureau of New South Wales has almost doubled and now exceeds 4,100. In the older-style branches membership is generally about 30, but in the new branches it ranges from 100 to as many as 350 members.

Field days still figure prominently in branch programmes and attendances range from about 20 for the small but very valuable occasions to as many as 600-700 on major occasions. About 300 major and minor field days are organised by branches each year, in addition to the normal branch meetings. But one of the most spectacular developments in extension in the State is the increase in number of short-term schools and courses for farmers.

(c) Short-term Schools and Courses: In 1964/65 the number of short schools and courses wherein the Department was a major organising or staffing force reached a record total of 132. In 1965/66 this record was broken and the total reached 149, with an attendance of 6,400. In 1966/67 the record has been broken again. The Agricultural Bureau alone has promoted 113 such schools or courses in 1966/67 with an attendance of over 4,500.

Some of these schools are from 3-5 days duration and some are longer, but a majority are of one-day duration. A few are held at the Department's institutions, but by far the most are now occuring in rural localities and basically the facilities are organised by local committees.

(d) Leadership Schools: Since 1938, schools for training in rural leadership have been held by the Department. About eight such schools, each of three days duration, are held each year. They provide intensive training in public speaking, meeting procedures, discussion group procedures, programming, publicity and similar spheres, delegation and fulfilment of responsibilities, and are attended both by men and women.

## Women's Service

In 1928 a women's organiser was appointed for the Agricultural Bureau, reflecting recognition of the role of the farm home and family in farm effectiveness. The officer's designation was changed in 1948 to Senior Extension Officer (Women's Service).

The section, now comprising three Women's Extension Service Officers, endeavours to make maximum use of mass and group media and the availability of other institution's resources. "Homemaker" schools, lectures, demonstrations, press releases, magazine articles, radio talks and leadership schools to develop voluntary workers in the field are the typical work-methods. There is a very close collaboration with the C.W.A. As a measure of achievement 52 "Homemaker" Schools were conducted in 1966/67, with an attendance average of 35 per school.

## In-Service Training for Extension

Agricultural extension is a field requiring more than subject-matter competency. It requires the ability to communicate - both through the spoken and written word. It requires the ability to arouse interest, to increase understanding with the object of achieving desirable change. It requires the ability to plan, organise, assess and make the most of a wide variety of situations. Although these abilities may partly be developed by experience and training, the Department of Agriculture recognises the need for in-service training in the techniques of extension.

To this end, annually about 50 officers of the various Divisions attend residential Extension Service/Methods Schools. These are intensive 10-day schools designed to increase the efficiency of officers as adult educators. In addition, each subject-matter Division organises short-term schools, conferences and symposia designed to keep officers abreast of technical developments.

## Relations with other Adult Education Agencies

The Department has been represented in the N.S.W. Advisory Board of Adult Education and in the N.S.W. Film Council since the inception of each, usually by the Chief of Division of Information Services or the Special Extension Officer responsible to the Department for the well being of the Agricultural Bureau.

For the short-term schools and courses of the Agricultural Bureau in particular the Department's officers have drawn and continue to draw freely on the co-operation of other agencies in the adult education field - departmental, statutory and voluntary. It would not be possible for the Department to provide all of the subject-matter talent drawn into the group-extension occasions, either vocational or non-vocational.

## The Future

The demand for highly-trained extension personnel is increasing. Recognising this, the N.S.W. Department of Agriculture has a record

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Some of these schools are from 3-5 days duration and some are longer, but a majority are of one-day duration. A few are held at the Department's institutions, but by far the most are now occuring in rural localities and basically the facilities are organised by local committees.

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## 43. AGRICULTURAL EXTENSION: QUESTIONS AND COMMENTS

### With Replies by Professor Williams

Mulhearn: Research officers in Departments of Agriculture usually have post-graduate training - many of them a Ph.D. Because leading research workers have this training it raises the whole level of the research section of Agriculture Departments and the extension section tends to be down-graded. This brings me to my question - Do you think that extension officers should have the same opportunities to study for higher degrees? What opportunities are there for them at present? What specific studies are available?

Reply: There is no simple solution to these questions. The courses that should be offered the potential extension worker will naturally depend on his previous training. It seems to me that the Americans have, in many of their Universities, developed the kind of flexibility that is needed, even in their under-graduate courses. An American student may major in agriculture but concurrently undertake minor courses in education and psychology. Alternatively, an extension research worker may major in sociology (particularly rural sociology) with minor courses in agriculture. It is possible in America, and should be possible here, for some people who have majored in education and psychology to do less advanced courses in agricultural subjects. This is the kind of preparation needed for our extension workers. It would upgrade the profession and this, in turn, would attract men and women of quality. We have made a beginning at the Universities of Melbourne and Queensland, but we still have a long way to develop.

Warburton: In your paper you mentioned with approval the longer schools (i.e. of two and three days) which the department of agriculture has been developing in recent years in N.S.W. I took it from what you said that you feel that this is a better educational technique than individual farm visits, field days and the like. What evidence have you for this view?

This leads me to a second point - does the nature of your course on extension at the University of Melbourne imply the need for a change of emphasis and approach on the part of departments of agriculture in Australia?

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## The Future

The demand for highly-trained extension personnel is increasing. Recognising this, the N.S.W. Department of Agriculture has a record number of trainees in various faculties at three universities. In addition entrance qualifications and subject-matter standards at the agricultural colleges have been revised and are now under review. A post-graduate/post-diplomate Diploma course in Agricultural Extension has been planned.

Extension aids are continually being assessed and where practicable supplied to district staff. Research-Extension liaison is under continuing attention for effective translation and dissemination of research results.

Evaluation of extension work in the field is to receive more attention. Above all, Anderson's objective of close and cordial relations between the rural people and the Department of Agriculture to their mutual benefit, is being maintained.

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Mulhearn: Research officers in Departments of Agriculture usually have post-graduate training - many of them a Ph.D. Because leading research workers have this training it raises the whole level of the research section of Agriculture Departments and the extension section tends to be down-graded. This brings me to my question - Do you think that extension officers should have the same opportunities to study for higher degrees? What opportunities are there for them at present? What specific studies are available?

Reply: There is no simple solution to these questions. The courses that should be offered the potential extension worker will naturally depend on his previous training. It seems to me that the Americans have, in many of their Universities, developed the kind of flexibility that is needed, even in their under-graduate courses. An American student may major in agriculture but concurrently undertake minor courses in education and psychology. Alternatively, an extension research worker may major in sociology (particularly rural sociology) with minor courses in agriculture. It is possible in America, and should be possible here, for some people who have majored in education and psychology to do less advanced courses in agricultural subjects. This is the kind of preparation needed for our extension workers. It would upgrade the profession and this, in turn, would attract men and women of quality. We have made a beginning at the Universities of Melbourne and Queensland, but we still have a long way to develop.

Warburton: In your paper you mentioned with approval the longer schools (i.e. of two and three days) which the department of agriculture has been developing in recent years in N.S.W. I took it from what you said that you feel that this is a better educational technique than individual farm visits, field days and the like. What evidence have you for this view?

This leads me to a second point - does the nature of your course on extension at the University of Melbourne imply the need for a change of emphasis and approach on the part of departments of agriculture in Australia?

Reply: I have not any research evidence that the longer schools, which are being conducted in N.S.W. are achieving better results, but we do know that farmers who have attended them have expressed considerable satisfaction and, as satisfied customers, have asked for more.

The second question is difficult to answer with certainty but I believe that our Melbourne course which includes the study of rural sociology and extension methods, will have a beneficial effect on the extension in Departments of Agriculture. The course is being strongly supported by the Victorian Department of Agriculture.

Birman: In Western Australia the University has been in a position to promote discussion on political "hot potatoes" like the butter subsidy and the proposed wool reserve price plan. Controversial questions such as these, while of great importance to rural industries, cannot easily be handled by departments of agriculture. This is a field that the universities can till with profit because of their special knowledge and their willingness to follow where truth leads them.

Angove: How far does Professor Williams think that the farmers can be trained in agricultural economics? In S.A. our department has been running an increasing number of schools in this field, but it is obvious that it needs more than one school to communicate basic concepts. What seems to be needed is a series of linked schools. But a point remains - how far can we expect to educate farmers in farm-budgetting techniques?

Answer: I do not believe that you can provide a comprehensive farm management education to every farmer, but it is possible to establish a programme that will at least make farmers aware of the need for better farm management. Victoria has, unfortunately, not done very much in this field, but N.S.W. and Queensland are beginning to make progress.

Nelson: I should like to raise a fundamental question about agricultural extension. Agricultural extension cannot be divorced from the whole adult educational process and it is questionable whether agricultural extension programmes will succeed unless the farmers to whom they are directed have their minds activated over a range of individual and community needs and interests. The lively, enquiring mind is more likely to search out ideas relevant to the farm operation.

Answer: I agree that successful agricultural extension depends on many factors and that it is in fact an area of adult education. However, to be successful, it must deal with the technical problems that farmers face in their daily operations and must seem to these farmers to be purposefully directed to their solution. Hence agricultural extension must be directed to particular ends, though it may be more successful if the farmers concerned also have their minds awakened to their responsibilities as citizens.

Cave: From my experience at Wangaratta it seems that the Department of Agriculture of Victoria is sometimes hampered because of lack of proper facilities for running farmers' schools. Some years ago our centre ran a school on farm management and although we sought co-operation from the Department of Agriculture, it was not forthcoming. However, when the Department saw how successful our first venture was and how much the farmers appreciated it, they have given me full co-operation. Although the lecturing panel has not been confined wholly to department of agriculture officers, it has usually included many of their specialists. Our centre has provided the facilities and the organising skill and sometimes we have produced proceedings of such conferences. This is the kind of co-operation which should be possible in other States.

Horvat: In my view the adult education centre in many country areas of S.A. could provide an important facility for agricultural education. The principals of these centres have wide contact with the needs and interests of country people through the variety of courses they promote and it would be a good thing if the kind co-operation Mr. Cave has secured in Victoria could be achieved with the Department of Agriculture in this State. I am sure that with the "know-how" that many of our people have in the organisation of schools and courses and in the planning of educational programmes, agricultural and community education would be fostered by means of this co-operation.

Crowley: Our Department published a C.A.B. on the wool referendum and there have been other C.A.B.s on specific questions of interest to the farming community. Through our extension service, we are increasingly taking heed of farmers' special interests and our department is beginning to co-operate with the agricultural bureau and farmers' organisations in promoting short schools of a technical kind. I feel there is a need for more co-operation between departments of agriculture and universities in this type of enterprise.

Smith: Unfortunately, one of the things that is hampering co-operative enterprises of this kind in S.A. is jealousy about who should do what and who should take credit for what. There is a need for a common realisation that we are all in the business of education and that co-operation between different agencies can often produce more lasting educational results than each trying to cling tenaciously to his own empire.

Reply: One problem that departments of agriculture may face is that when they co-operate with others they lose control of their own programmes. It is not so difficult to achieve praise for some spectacular activity, but true education depends also on hard continuous work at the grass roots.

Stretton: I think there have been too many commercials during this dicussion. There is an obvious need for diplomas of adult education and agricultural extension but is there a financial problem facing those already working in the field, who may wish to return to university for additional qualifications?

Reply: There is money available but our main problem at present is the lack of suitable people to take advantage of the opportunities offering. However, scholarships will probably attract people who are not at present in government employ. If they come and take our extension courses, it would be a great advantage if conditions of employment in government departments were sufficiently flexible to credit their special experience and qualifications.

Noone: The A.B.C. is not chasing ratings for the sake of ratings as some people seem to think. What we are attempting to do, is to achieve the rating for which a programme is designed. Unfortunately I cannot disclose what our aims are for different programmes, and the extent to which these are realised, but let me give you an example of how we approach planning. If we design a programme for an x-rating and research shows that we achieve only a one-third x-rating, then we have failed. In general, our rural programmes are performing well, i.e. we are achieving the audiences we expect. Viewers may notice that an increasing number of rural items are appearing on the popular T.V. programme "This Day Tonight" at the prime viewing hour of 8 p.m. One development we have noticed is the increasing urban element in the audience who watch our rural programmes. This indicates a wide general interest in the problems of the farm. Mass media has shown its ability to reach audiences and to hold them in the field of specialised subjects. It is therefore a matter for those with information to impart to use media with a proven performance. We believe that the A.B.C. programmes, both on radio and T.V., have that proven performance because our research shows that the audiences we aim to reach for specific rural programmes are, in fact, usually exceeded.

MacKellar: I should like to make a plea for farmers. There is an increasing and almost insatiable demand for adult education in country areas. So much so, that it cannot be satisfied. It is possible, as Professor Williams has mentioned, to run a spectacular school here and there and have it quickly filled, but we in the Department of Agriculture of N.S.W. believe that what is needed is continuity of effort. The work achieved in a three or four-day school must be followed up by talks to the bureau, by lectures and discussions on radio, by articles in journals and by personal visits by the extension officer. I should now like to ask Professor Williams a question. Bearing in mind the evidence of an increasing demand for agricultural education, and bearing in mind that resources are never sufficient to meet the demand, what must we do? If your charter says that you must try to cater for everyone, what do you do with the people who are left behind? Do we meet the continuous demands of those who are usually well educated or do we go as missionaries to stimulate demand among those who are not and who perhaps need our services most?

Reply: This is a difficult proposition. You do have a responsibility to the non-responsive farmer. What I should like to suggest is that you say to the farmers who are seeking your services -'pay up' They will, because they know how valuable those services are in increasing their production and their own resources. The fees you collect from these people should enable individual service to be provided by paid consultants, while the remainder of the extension service helps those who are being left behind. On no account should you drop a section of people into the "too hard" basket.

Nehl: There has been an assumption on the part of some members of the seminar that agricultural extension is solely the province of departments of agriculture. However, the schools at the University of New England, both residential and non-residential, have provided basic scientific knowledge for large audiences of farmers and graziers, who have sometimes come from all points of the Australian continent. In recent years we have run farm management schools for accountants and for special farm consultants. We felt that we could be more effective in passing on specialised budgetting and farm management knowledge of the University of the unskilled with those who were professionally engaged with the farmer. At a time when demand was expanding, we, like the Department of Agriculture, have had to assess our priorities. However, it occurs to me that these accountants and consultants whom we are helping will only be able to work effectively with farmers who have opportunities to learn basic economics. This is where education department centres could be of direct help. But perhaps of greater importance is the need for local libraries to supply specialised books on agricultural economics and farm management and particularly a range of suitable periodicals.

Reply: I am aware of the work that has been done in W.A. and New England by the Universities. These have had a dual purpose to my mind -

in part their schools have been genuine agricultural extension but in part they have had a public relations function. It is obviously important for them to provide education to accountants, consultants and others who will be helping farmers. It is an important function too for the Universities to pass on basic scientific principles to the top eschelon of farmers and farm managers, but there is an obvious need for work on a much broader base than this. This must be provided by organisations such as the departments of agriculture and the agricultural bureau whose major purpose is a basic agricultural education for everyone working on the land.

Nelson: It is important to be clear about the functions of a university in agricultural extension. There are first the professional preparation of extension workers and research activities on the theory and practice of extension. But this is not all. A university might reasonably concern itself, also, with agricultural extension programmes at university level. In practice this means programmes which attract the leaders among the agricultural community and also extension workers themselves. This is our special concern at New England. Our concentration is on what one of my academic colleagues has called "the wholesale market rather than the retail market". Our most important means of doing so is the week long residential school at the University.

It is consistent with this concept to say that a university can perform a useful function in agricultural extension as a pioneer and experimenter. At New England, for example, we began in the late 1940's to pioneer three-day community schools in a variety of fields but with a strong technical wing dealing with such things as pasture improvement, animal husbandry and farm management. But when the Department of Agriculture and the Bureau began to conduct schools on this pattern we were happy to make way for them and to develop other emphases in our work.

We should, I feel, be careful to avoid confusion about the public relations value of extension. If an authority, be it a university or other agency, develops its extension programme as "public relations" it is likely to get a programme which is neither good extension nor good public relations. Our aim at New England has been to make a distinctive and useful contribution to agricultural extension. If, as a result of our efforts, we have gained any public esteem this is incidental.

There is a clear need for co-operation between the variety of agencies in agricultural adult education, as in all aspects of adult education. We will do great harm to our cause of spreading knowledge and general enlightenment if we greedily try to cling on to what seems to us, to be "our empire". The needs for agricultural education are very great in this country and our available resources are small. The various agencies - Department of Agriculture, universities, and State Departments of Education should be prepared to work together to provide a comprehensive and rational service.

# 44. THE RURAL YOUTH MOVEMENT: INTRODUCTION

by W. TEARLE,
STATE ORGANISER OF RURAL YOUTH,
N.S.W.

Exact details of the origin of Rural Youth Clubs in Australia are rather hazy. It is known that informal agriculture as a school activity was undertaken as far back as 1879 in small school near Wingham, N.S.W. Similar activities were undertaken in certain States of the U.S.A. as early as 1896.

In New South Wales there appears to be a considerable volume of evidence that out-of-school agricultural activities flourished in a number of country centres, under the guidance of teachers. As yet this material has not been collated, but it is reasonably certain that "corn clubs", "calf clubs" and the like were active in providing an out-of-school interest and informal agricultural training. At the same time similar development was taking place at least in Queensland and Victoria.

The first organised attempt at co-ordinating the extra-school agricultural and home-making activities of youth was made in New South Wales. After World War I agriculture was passing through a phase in which efforts were being made to secure from the man on the land an acceptance of the findings of the research worker, the experimentalist and the technician. The problem was to break through traditional concepts and methods in farming and an aversion to "Government white-collar theorists". It was recognised that the younger person is more readily amenable to innovation, and further, that working through youth, on their own home properties, could provide a multitude of minature "experiment farms" which would be observed critically by the parents.

Preliminary meetings were held in 1926 at which interested government departments and instrumentalities, together with other interested bodies, were represented.

The first official club (then known as a Junior Farmers Club) was formed in November 1928. The stated aims included the encouragement of "better cultural methods", "the knowledge and use of fertilizers", "the use of pure seed", "the better care of stock", "improved methods of feeding" and so on. Competition among members carrying out specific projects was encouraged first at the club and soon at the state level. Officers of the Department of Agriculture prepared leaflets for the guidance of members in each project. The "project" was, and still is, with variations, a condition of membership of a Junior Farmers Club.

In the other States corresponding Organisations were formed:

| | |
|---|---|
| Queensland: | 1928 "School Project Clubs" |
| | 1947 Junior Farmers' Clubs. |
| Victoria: | 1933 Young Farmers' Clubs |
| | 1947 Young Farmers' Clubs Association |
| | 1954 Senior Young Farmers' Clubs. |
| Western Australia: | 1938 Junior Farmers' Clubs |
| | 1957 Junior Farmer Movement Act. |
| Tasmania: | 1950 Junior Farmers' Clubs |
| South Australia: | 1951 Rural Youth Clubs. |

Conditions for membership vary considerably among the States, each of whose Organisation is autonomous.

# 45. THE JUNIOR FARMERS' CLUBS IN N.S.W.

by W. TEARLE,
STATE ORGANISER OF RURAL YOUTH ,
N.S.W.

## Guiding Principles

In the earlier stages of development in New South Wales the main objective appears to have been that the Organisation should function as an agricultural extension agency, working through the younger members of rural communities. It is noted that the "project" concentrated the attention of the junior farmer on one specialised field of agriculture, animal husbandry or home-making. For example there were (and still are) projects for wheat growing, maize growing, oats growing and so on - others for poultry raising, calf rearing, pig raising and the like. At this stage no attempt was made to inter-relate the various enterprises on a farm, except to a limited degree. It was hoped that the individual members of a club would produce worthwhile results which would be noted by farmers who had these enterprises; the overall result would be an improvement generally. It should be noted also that from the beginning there was very close co-operation between officers of the Department of Agriculture and junior farmers. This in itself helped in the establishment of a more tolerant attitude on the part of the member's father towards the offers of that department.

Over the years the concept of "the whole person" and his approach to "the whole farm" has been evolving. It is recognised now that young people are assuming an increasingly important role in the management of their own affairs. In the early 1930's the young person had very little decisive voice in the management of his club. Largely what "should" and "should not" be done was determined for him by advisory committees and/or supervisors. It is agreed that extra-school work should aim at improvement in social as well as economic development of the State. It is important to develop a sense of personal responsibility. Qualities of leadership must be encouraged as well as the ability to organise joint planning and co-operation. Citizenship training should be provided, and habits of healthy living developed. Efforts should be made to develop the character of every individual to strengthen ideals, to teach initiative and responsibility.

## Methods

The fundamental differences between the rural youth organisation and any other youth organisation is the emphasis placed on an understanding of the principles which underlie rural production. Superimposed on this are the other concepts of the needs of youth in a changing socio-economic community.

Among the methods used in New South Wales are:

(a) The Project: Each member is required to carry out or participate in at least one project - a piece of work undertaken by the member on the home property or in the home. Exemption may be granted in certain circumstances, e.g., where a member is studying for a major school examination and feels that he cannot cope with his school work and a project at the same time. All projects involve a study in depth of the fundamental principles involved. The member progresses from a stage in which he studies basic principles to the application of these on a commercial or experimental basis, leading to the formation of hypotheses which are deserving of further research.

(b) Schools of Instruction: Each year the organisation conducts with the ready co-operation of the Department of Agriculture three major schools of instruction on a state-wide basis. These embrace specialised training for some forty members in schools at Hawkesbury Agricultural College, and up to thirty members at Wagga Wagga Agricultural College. As from 1967 these schools are available to both male and female members. In addition many schools of 3-5 days are conducted each year in districts and areas, to make provision for the needs of members who may need specialist guidance in such areas as leadership; tractor safety and maintenance; good grooming, shearing, welding and farm management. At levels other than state, approximately 747 members participated in some 33 schools of instruction in 1966, which is approximately 12% of all members enrolled.

(c) Field Days: In 1966 no less than 124 field days were conducted from club to area levels. The nature of these days has been modified over the years and ideally should give scope for -

- Demonstration of skills and abilities learned during the year
- Current advances in rural technology
- Sporting or light entertainment activities
- Ability in such activities as public speaking, impromptu speaking,

presentation of short one-act plays

- General knowledge as revealed in a quiz competition, question box, brains trust.

(d) Educational Tours: These vary in duration from week-end visits by Clubs to inspect industries in the district, no longer trips involving all members in a Club in a tour to places of interest over a period of about one week to intra and interstate tours which occupy up to three weeks. The general principle here is that all members involved will see places of interest from an historical scenic or tourist point of view. They visit major agricultural and pastoral properties. They meet the principals of these enterprises. They are given information and consideration that would not be accorded the average tourist. All such visits have been pre-planned, and the maximum educational value assured. In some instances efforts of the members themselves who raise funds by growing, for example, a crop of potatoes.

(e) Publications, etc.: As from the beginning of 1966 the New South Wales Organisation has published a magazine, "Rural Youth", which is published bi-monthly. The editor is the State Organiser, who is responsible for the inclusion of all material for publication. The magazine aims at supplying general information which will be of interest to all Club members. It includes items which will help Supervisors, Advisers, leaders. It contains stories written by members which will be of general interest to all. It is a means of communication between administration and the individual member. It is posted to every financial member in the State at his home address. There are also other publications.

Radio sessions are a regular feature in each of the twenty-eight Districts of the State. Normally these are broadcast through commercial stations. The material is supplied by the Supervisor, in the form of direct broadcasts or by medium of tape recordings made in the field in interviews with practising club members, guest speakers, special interviews. The A.B.C. in most centres where a Regional Station operates supplies regular news items supplied by Supervisors of Rural Youth Clubs, or by members themselves. News releases from Head Office are broadcast.

(f) Regular Club Instruction: It is recognised throughout the State that each Club will draw up a programme of activities to cover a period of six months or twelve months. The programme is suggested by a special committee elected by the club, to be submitted for adoption by the members and normally includes:

a programme of after-meeting activities;
a programme of general club activities.

. The essential features of a good programme are; education by means of lectures, demonstrations, slide evenings, films, quiz sessions, debates and impromptu speaking

. Cultural activities such as play readings, concerts, art exhibitions

. Activities such as dances, barbecues, annual prize givings, inter-club visits, sporting fixtures and competitions;

. Community projects which would include, say, work on a local hall, tree planting on roads or in parks, care of a local cemetery, a war memorial; lastly an expansion of knowledge and responsibilities which would include study of, and support for, such things as Freedom from Hunger Campaign, the study of other countries. In drawing up such programmes, clubs seek the support and guidance of leaders, advisers, counsellors.

(g) Democratic Election of Leaders: All clubs elect their own office-bearers and those whom they would like to be their advisers, leaders, counsellors. The New South Wales Organisation is governed by a relatively large number of persons representing clubs and "outside" affilitated bodies. From a total of eighty-five (85) members of State Council, no less than fifty-eight (58) may be Club members and in the past few years the majority of those present at State Council meetings have in fact been Club members. Policy is therefore made today by club members who are exercising that responsibility in a thoughtful, positive way.

## Staff and Their Duties

The establishment in New South Wales comprises: a state organiser, a deputy state organiser, a girls' supervisor, seven area supervisors and twenty-one district supervisors - thirty-one officers in all.

We are fortunate in this State that the ratio of staff to club members is higher than that of any other State, but the Supervisor in New South Wales, unlike other states, is responsible for the supervision of projects of each club member. The Supervisor is also, when needed, an advisor and guide to the clubs and occasionally engages on local research projects.

In June, 1966, there was formed a professional body known as the Australian Institute of Rural Youth Officers. This body is designed to exchange information and ideas which will benefit the corresponding Rural Youth Organisations throughout Australia. It is purely a professional body, and has no "trade union" motives.

In recognition of the growing need to provide an avenue for the effective use of leisure time this State has encouraged many different general-interest activities viz. First Aid, Home Nursing, Farm Safety (at least one club has made a general Shire survey on farm accidents), Pest Eradication, Preservation of Local Historic Buildings and the establishment of Folk Museums. As well, club members (about six and a half thousand) in 1966 contributed a known amount of about $2,000 to charity projects.

## Relationship to Other Adult Education Agencies

The Rural Youth Organisation in New South Wales regards itself primarily as an agricultural extension agency, working in collaboration with the Departments of Agriculture, Education, Technical Education, Conservation, Labour and Industry; and with the several Instrumentalities such as the Agricultural Bureau, the N.S.W. Milk Board, the Forestry Commission; and with others such as the Royal Agricultural Society, the Country Women's Association. The role of Rural Youth Club members is acknowledged by all sections of the community and voluntary support (including financial) in New South Wales has been forthcoming in the past twelve months from several sponsors.

## What of the Future?

In 1964 the Australian Council of Young Farmers, through a national Foundation (now the Rural Youth Foundation of Australia) brought to Australia Dr. Harold Baker from the University of Saskatchewan. As a result of his visit many recommendations were made as to possible lines of research within Australia concerning rural youth clubs. (See his paper in Proceedings of the International Seminar on Community Development, University of New England, Armidale, 1964).

He has influenced the following development contemplated in this state:

- A diversification of project work to give greater emphasis to the business and economic apsects of rural enterprises
- Greater stress on the "research" type of projects, particularly for senior members

- An intensified effort to train members to recognise farm problems and to treat these from the "whole farm" approach
- An intensified drive to make all members of a rural community aware of the advantages youth may gain through membership of Rural Youth Clubs
- The placing of increasing responsibility for managment of clubs in the hands of members themselves
- The stressing of the need for members to become increasingly independent of the help of full time professional officers
- Further development of the "discussion method" to help members recognise and cope with socio-economic conditions in a changing world
- A more intensive training for the professional staff in rural sociology in all its aspects.

Development of the Rural Youth Organisation in New South Wales has taken place on firm bases. The methods used are similar to those of the 4-H Clubs of the United States. At the same time they have been modified to meet local requirements. We are passing through a transition stage in which youth is seeking to divest itself of the trammels of the past and to come forward into the future with aims and ideals designed by itself. We believe that the guidance given in the past will ensure that the decisions of the present generation will endorse the wisdom of the older generation when it set out guide lines to be followed. Whatever decisions it may make, the training and leadership of the past will be enhanced in the future.

# 46. SENIOR YOUNG FARMERS OF VICTORIA

by H.J. KEYS,
DEPUTY STATE SECRETARY,
SENIOR YOUNG FARMERS, VICTORIA.

## History

The Senior Young Farmers of Victoria (S.Y.F.) was formed in 1947 as a development from Young Farmer Clubs which had been operating for sometime in State primary schools. These were originally called Senior Section Young Farmers Clubs, with membership open to any person between 14 and 25 years of age. Later the word "section" was dropped, but the same age limits have been maintained.

Government Grant and its Administration: When the new organisation was formed the Victorian Government decided that an annual grant would be made available through the Minister of Agriculture to cover the cost of supervisors' salaries and travelling expenses, and that the grant would be administered by the Royal Agricultural Society of Victoria (R.A.S.V.) which body would be the actual employers of the supervisors and be re-imbursed for the secretarial services it provided. S.Y.F. members have no control at all over the Grant funds.

State Advisory Council: At the same time the Government decided that the Minister of Agriculture would appoint a State Advisory Council of 11 members with the Chief of the Agricultural Education Division as Chairman, plus representatives from the Department of Agriculture, School of Agriculture at the Melbourne University, Royal Agricultural Society of Victoria, C.W.A., Victorian Agricultural Societies Association, three parents of S.Y.F. members, also the current S.Y.F. state president and immediate past state president. The duties of this council, which meets quarterly are -

(i) To advise the Minister of the requirement for and the expenditure of the Annual Grant.

(ii) To advise the R.A.S.V. on the expenditure of the Grant.

(iii) To report to the Minister on the activities of the S.Y.F., and to make recommendations to the S.Y.F. when and where it considers such are desired.

## Basic Structure of the S.Y.F. Organisation

While membership is open to all young people between the ages of 14 and 25, recent statistics show that only 8% are under 16 years of age, with 60% between 17 and 20, and 32% between 21 and 25 years of age. So it is in reality a 'past school age' organisation. Clubs are formed in country towns and at present they have an average membership of approximately 32. Most have regular meetings twice a month, some once a month and annual meetings are held in June.

District Councils are formed by grouping 6 -10 nearby clubs with three delegates from each club. They meet quarterly and co-ordinate inter-club activities. State council meets quarterly in the R.A.S.V. council room in Melbourne on the first Friday in the month following District Council meetings agenda items coming forward from such meetings. The state council carries out directions and policy as laid down by the annual conference. It is comprised of two delegates from each district council plus the state executive consisting of state president, immediate past state president, three vice-presidents and two members elected from state council.

An annual state conference is held in Melbourne in July each year. It is the controlling and policy making body of the organisation. Each club may send three delegates in addition to all state councillors. Usually 350 to 400 members attend. Each area has a small committee with representatives from each district council to co-ordinate activities of the area and to enable supervisors to co-ordinate workings affecting the whole area. At all levels of the S.Y.F. Organisation there is 100% member representation. This I believe has been one of the reasons for its success.

The State of Victoria is at present divided into six areas with an area supervisor designated to and residing in a reasonably central position within his area. As mentioned earlier they are employees of the R.A.S.V. and S.Y.F. members have no control over their actions or movements, neither has a supervisor directive power over either members or clubs. While this may appear rather an odd arrangement, it works most satisfactorily. We consider that our supervisors play a very important part in the organisation and we have been very fortunate in being able to select men who have become dedicated in their work. The members have a very high regard for them, and their guidance and non-directive approach have been major factors in helping build up the organisation as a whole.

In selecting an area supervisor, the objective is to obtain a man over 30 years of age, preferably married, with a family and one who is interested in working with youth and who also has an agricultural background. No specific academic qualifications are required. I might add that two of the six supervisors now employed, have a Diploma of Agriculture, but there is no indication that the diploma men are more suitable than those without. It is the man himself and not necessarily academic qualifications that make a good supervisor. Supervisors attend as many club meetings as practical, most district council and area committee meetings and always sit in at state council meetings as observers so they have full knowledge of matters discussed there. Each club is also encouraged to have several adult club advisers and two or three usually attend each meeting.

The Head Office is within the offices of the R.A.S.V. in Melbourne with two members of the R.A.S.V. staff, one man (myself) and a stenographer, carrying out the secretarial duties for the S.Y.F. in addition to similar secretarial work for other organisations.

## Aims, Guiding Principles and Practices

One of the major aims is to make better citizens of young country people who are directly or indirectly interested in the land. Programming is based on a reasonable balance of agriculture, cultural and social teachings and there must be no political or religious bias. Quite naturally the balance varies from club to club but a great variety of programmes can be catered for under these broad headings. Members are encouraged to plan their own programmes and carry them out themselves, with only guidance from either the club advisers or the supervisors.

New agricultural knowledge comes from talks by practical farmers and departmental officers; farm visits and agricultural schools. There seems little doubt that these successful activities have won the movement increasing financial support from the State Government. Cultural talks on a variety of subjects feature in many club programmes with an emphasis on meeting procedure, public speaking and debating. Young people also need to meet, learn, work and play together and generally enjoy the company of others of comparable age and common interests. Hence, socials, dances, barbecues, and even just supper after the meeting are popular activities. Inter-club visiting, both intra-state and interstate, is arranged and carried out by the members themselves. Community service is also carried out extensively, particularly at club level in the home town or district.

Educational schools vary in length from one to five days and cover such subjects as:

- For boys - Sheep and fat cattle raising, dairying, stock judging, irrigation, tractor maintenance and shearing;
- For girls - Home-making, craftwork, good grooming, and deportment;
- For both - Club administration, leadership and skiing.

## The Development of the Senior Young Farmers of Victoria

The following figures show how the S.Y.F. has developed from 1954-1967.

| Year | Govt. Grant | Clubs | District Councils | Area Supervisors |
|---|---|---|---|---|
| 1954/55 | $10000 | 60 | 12 | 2 |
| 1957/58 | $18000 | 117 | 14 | 4 |
| 1961/62 | $27000 | 133 | 16 | 5 |
| 1966/67 | $39000 | 159 | 20 | 6 |

3 year member statistics, 1965 - 1967 show:

| At June 30 | Clubs | Members | Boys | Girls | -16 | 17-20 | 21+ |
|---|---|---|---|---|---|---|---|
| 1965 | 148 | 4,488 | 2704 | | 116 | 1800 | 788 |
| | | | | 1784 | 120 | 1300 | 364 |
| | | | 60% | 40% | 5% | 69% | 26% |
| 1966 | 151 | 4,786 | 2987 | | 285 | 1703 | 999 |
| | | | | 1799 | 127 | 1172 | 500 |
| | | | 62% | 38% | 8% | 60% | 32% |
| 1967 | 159 | 5,000 est. | | not available yet | | | |

A recent questionnaire, not quite complete indicates that 53% of the membership is rural (e.g. working on the land), 7% work in occupations directly connected with the land (e.g. auctioneers, stock agents) and 40% are in non-rural occupations (e.g. teachers, bank clerks, typists) though some, particularly girls, may live on farms.

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# 47. THE JUNIOR FARMER MOVEMENT, WESTERN AUSTRALIA

by D.K. GILES,
EXECUTIVE OFFICER,
JUNIOR FARMERS' MOVEMENT COUNCIL,
W.A.

## A Statement of Principles

In the last two decades Junior Farmers in Western Australia have been subjected to a changing pattern of social forces such as educational levels, school leaving age, mobility, affluence and a wide range of opportunities for leisure time activities. These have all had an impact on youth's attitudes and what they want to do. In institutionalised movements, such as the rural youth movements of the world, the organisations have not always changed their programmes to meet current needs. Over the past decade a great deal of thought has been given to these problems. The following is an attempt to present some of these thoughts from the promoting organisation's point of view. This does not imply that there is any great difference in philosophy between the member organisations and the promoting organisations, but it does mean that there is a greater emphasis on method and technique.

## Philosophy

One of the most significant changes since the last world war is that rural youth programmes have shifted their emphasis from the school-age youth to post-school youth who are, in fact, young adults. This has brought with it a need to change techniques from groups led by adults, either professional or voluntary, to self-determining groups, with the professional officer and voluntary adult worker as counsellor and not leader. In other words, the techniques required are essentially those of informal education for young adults.

M.C. Burritt's definition of agriculture extension for farmers is now true for the post-school rural youth groups of today. He stated in 1922 that, "it is the function of the extension service to teach people to determine accurately their own problems, to help them to acquire knowledge and to inspire them to action, but it must be their own action out of their own knowledge and convictions." (Quoted by Kelsey & Hearne "Co-operative Extension Work" p. 116).It is equally true today but now there are more effective methods available to enable the extension worker to achieve these goals.

## Needs

Since 1956 the Junior Farmers have been looking closely at their needs. Some of these were expressed in the re-wording of the constitution which came into operation in June 1958. The first interstate seminar reviewed the needs of all members in Australia and attempted to present them in concise form ("Youth in the Rural Community", The Junior Farmer, 5, 5, 1964, pp. 12-13). The most effective statement so far was compiled by the interstate seminar for 1966 ("Rural Youth Clubs - Present and Future" - The Junior Farmer, 7, 2, 1966, pp. 3-8). The six state movements were reviewed using Havighurst's Developmental Tasks for Adolescence and Early Adulthood, as a working basis.

The seminar defined nine objectives as follows:

(i) To provide opportunities for learning and applying the principles of democratic leadership.

(ii) To promote the acquisition of knowledge and skills in agriculture, home-making and other vocations.

(iii) To promote the study of Australian rural life and production in relation to natural development and to world social and economic issues such as food and population and trade and marketing.

(iv) To organise activities to stimulate the establishment of satisfactory inter-personal and community relationships which engender co-operative action.

(v) To provide incentives and facilities for self-expression.

(vi) To stimulate interest in civic affairs and the processes of Government at home and abroad.

(vii) To adopt at all levels effective group methods of problem solving and decision making.

(viii) To stimulate interest which may be beneficial to the use of leisure time.

(ix) To preserve all that is good in our Australian way of life and promote those cultural pursuits which will enrich it.

This leaves no doubt that the primary aim of the movement is adult education for young adults in a rural environment. Agriculture in all its phases is a basic requirement with personal and community development receiving a much greater emphasis than pre-war. Creating an awareness of wider opportunities is paramount and the stereotyped programme of yester-year is no longer good enough.

## The Young Adult as Leader and Organiser

With the diminishing role of the professional officer as adult leader and organiser and the emergence of the consultant role for the professional officer, there has been a need for the member to assume roles that he did not have to undertake before. This has thrown much of the onus for finding time and training on to the member. At present these two factors, the willingness to submit to training and the time available to carry out the extra training and duties are the two most important factors limiting the development of the movement. The following roles adopted by members are reviewed in relation to these two factors:

Group development: At present the only really effective method available for self-determination is the "group think", "group study", "group development", and "community development" type of approach. They are all based upon creating the opportunities for groups to resolve their own particular need whether it be education, a community task or friendship. Many people, perhaps incorrectly, call this the "group dynamics" approach.

Experience has shown that, for a group to develop their thinking effectively something like 30 hours is required. This is approximately the time available for a state leaders' camp. This is effective for the individual and reinforces his leadership role in the club but does not provide the opportunity for group determination in the club.

For effective group determination in the club it appears as though the thirty hours is required. This is thirty meeting nights assuming that the groups can operate for an hour each meeting. It leaves little time for any other activity. Shorter periods, such as weekend schools, have been used but the time available is not adequate.

One of the gravest limitations to this approach is the relatively rapid change in the composition of the group. Each club has an intake of approximately one-third of its members each year. It is offset by a corresponding dropout. By the time the group development process is completed it is relevant to only half the members.

There is no doubt that from a personal development point of view the technique is better than any other methods used so far, but there is an obvious need for compromise.

Programme Techniques: At present programming is almost universally limited to the perimeters of the members personal experience. It is not that members will not accept good quality programmes - their problem is that they don't know how to provide them. It is true that good quality programmes (and this includes effective presentation) are more acceptable than low-level material or material that has been repeated year after year.

The time required to train members to devise and produce good quality programmes is prohibitive. The evidence points clearly to a more intensive role for the extension officer at the club and regional level. Young adults want something new - repetition is a bore. One of the most effective ways to resolve this is to have a constant stream of new ideas being fed into the groups, coupled with skilled "know how" concerning presentation.

The extension officer has a more positive programming role to play than has been undertaken so far. The wide extension officer - club ratio (1-20) has prohibited such a detailed approach but even if it had been possible the philosophy of self-determination prevented the extension officer from "barging in where angels fear to tread". There is now ample evidence that, with effective consulting techniques and an adequate staff-club ratio, there is no reason why the level of programming should not improve rapidly without infringing the concept of self-determination.

The education levels of current members (The Junior Farmer, 7, 3, 1966, pp. 5&6) indicates that they are capable of accepting better level programmes than currently devised by clubs. There is some indication that the dropout after 20 years of age is due to the low acceptance rate of the programmes.

## Research

Dr. H. Baker in his Report to the Rural Youth Foundation of Australia recommended, "That the Australian States sponsor jointly a national research and training programme." "Any movement concerned with rural youth should not have to 'go it alone' in developing a research and training programme. Social science departments of universities throughout the country may be studying general social and economic trends relating to rural life. This is what they are qualified to do."

"The encouragement of state rural life commissions which might invite public participation in an assessment of rural life would help stimulate public interests in the futue of rural youth. Therefore, I suggest that the leaders in the Australian rural youth programmes, through whatever national channel they see fit to create, exert every effort to make their research and training needs known to appropriate authorities, institutions, and agencies. They are bound to have interests and needs in common with other youth programmes, and adult educational programmes in the same communities. Only thus can the total job be done effectively and with continuity. No single administrative office or centre could properly perform all the tasks connected with research and training."

With Dr. H. Baker's recommendations in mind the Rural Youth Foundation's role was examined in relation to the states' needs and the role that each state could play. The Foundation is therefore initiating research which can be undertaken at the Australian level using census and random sample techniques to collect and analyse quantitive data.

The current suggestion for Western Australia, that a sociological type survey be undertaken co-ordinating effectively with the Foundation's programme, defining perimeters, trends, relationships, of factors such as occupation, education levels, age and sex composition lend themselves to a massive approach. The determination of attitudes, social and cultural mores, personal interests, factors contributing to personal decision making and the identification of peer groups all require a subjective as well as a quantitive approach. Even if sampling techniques are used, personal interview and observation is essential if worthwhile results are to be obtained. Further to this, it is important that overall patterns are better understood. These include the community, employers, parents and other youth. These do not lend themselves to organised study in the same way that the members do.

## The Professional Officer Promoting the Movement

How to maintain a stable group and yet preserve the individual's freedom to choose, is the extension officer's dilemma. To achieve both he must be a highly trained, professional officer. He must be skilled in his own subject area, he must have knowledge of the science of human behaviour and his integrity must be beyond reproach. He must be skilled in his own subject area, for without knowledge to contribute, what is his purpose? His personal integrity must be beyond reproach but he must be slow to judge others, for how can there be change acceptable to self, peers and community if there is not the freedom to "think things through for oneself?"

Although it is important for any group to be self-determining it is vital that decisions are made in the light of all facts. No education programme is adequate without resource material that has a high acceptance rate. Further to this, the incidence must be at four levels - the individual, the specialist group, the heterageneous club and the body corporate.

The role of the extension officer is to develop stable groups coupled with a well conceived education programme. The role of the member is to use the corporate body, the extension service and his initiative to develop a stable home, a dynamic community and a satisfying vocation.

## Adult Education for Rural Youth

During the last decade the Junior Farmers' Movement in Western Australia has been subjected to a systematic and thorough overhaul. At the commencement of this period programmes originally designed for ten to fifteen-year-olds were being used by the fifteen to twenty-five age group. The last ten years has been one of the most interesting and creative in the life of the Junior Farmer Movement. The role of everyone within or associated with the movement has been reviewed; many education programmes have been scrapped and new ones developed; group development, mobility, and informal education have become an integral part of Junior Farmers; while self-determination has become the keystone to all programmes and assistance to the movement. The operative word is "change", and on looking back it is hard to appreciate the magnitude and significance of these changes.

How does informal youth education differ from Adult Education? In the context of rural youth clubs the programmes are undertaken within permanent groups with a well developed corporate spirit. This has given rise to two well defined departments within the Extension service, namely the informal education service which carries out extension in a wide range of subject areas, and leader training and group development. The leader training and group development section teaches young people to teach themselves and establish a satisfactory group development programme. The traditional paid "organiser's" role has been replaced by leader training and resource personnel where minimum qualifications are a University Bachelor's degree supplemented with in-training and post graduate studies where necessary.

When it was realized that adult education techniques had more to offer than "traditional" rural youth techniques there was considerable difficulty in applying them to the club situation. Many of these difficulties have been overcome by adjusting the method to suit the subject, dividing the club into specialist groups, providing intensive courses at some depth at the State and regional level, and developing a better understanding of the needs of the members.

One of the biggest mistakes made in the early part of the change-over was under-estimating the "level" required in any programme. The most important factor determining satisfactory acceptance rates was the use of appropriate informal education techniques rather than the "level" of the subject. The shift from the agriculture and home making project is demonstrated by the range of themes for weekend regional schools in the last six months; Comparative Cultures, Marriage Guidance, Deportment and Courtesy, Comparative Politics, Comparative Religions, Moral and Statutory Law, Agriculture with special reference to particular recent advances in technology or research, Drama, and Public Speaking. The seminar, forum, and discussion group techniques play a major role in the "humanities" oriented topics.

The right to make one's own decisions is most important in any dynamic group. This not only identifies the member or group with the organization as a whole but channels youth's endeavours into creative activities. Corollaries to "the right to make decisions" are the acceptance of responsibility at all levels and a confidence that can only be developed if trust is a built-in feature of the movement.

To achieve Junior Farmer autonomy at all levels the promoting body is constituted separately from the member organization. The member organization is known as the Western Australian Federation of Junior Farmers' Clubs Incorporated. Its Annual Conference is the ultimate policy determining body. No non-member may have a vote at this level.

The Junior Farmers' Movement Council is the statutory promoting body appointed by the Minister for Education under the terms of the Junior Farmers' Movement Act (1955). Three of the eleven Councillors are Junior Farmers nominated by Conference. This gives the administrative link which is vital to the successful operations of the Council.

The Council with the aid of a Government Grant has established an extension service to promote and develop the Federation at all levels. Nevertheless principle of self determination is an integral part of the programme, which includes;

A Leader Training and group development service, an Informal Education Service staffed by subject specialists, and an Administrative Service to develop and integrate the roles of the Council and the Federation.

The rural youth exchange schemes are well known throughout the world as an important means of developing a better understanding between members. As a means of achieving this objective in Western Australia the Junior Farmers purchased in 1955 what is now known as the Junior Farmers' Memorial Headquarters as their home in the city. It is a forty bed unit owned and operated by the members themselves, and has achieved remarkable results both as a residential centre for schools and for providing casual accommodation. It is the rendezvous of Junior Farmers from all parts of the State whenever they are in the city. It has played a role far beyond expectations in the "getting to know you" programme. There are very few Junior Farmers who have not stayed at the Hostel and met Junior Farmers from the four corners of the State.

## The Future

Basic research is needed to provide answers to many rural needs and interests and suitable staff must be trained if new, effective programmes are to be developed.

The Rural Youth Foundation of Australia has been established to conduct these research and training programmes. Its initial programme was to bring Dr. Harold Baker, Director of Extension from the University of Saskatchewan, to Australia to recommend appropriate methods to use in the future development of our rural youth organisations. Dr. Baker's report is a milestone in the development of Australian rural youth movements.

Last but not least is the problem of transition from youth to adult education. Without careful integration and mutual development programmes the dropout from youth to adult organisations could be serious. It is imperative that every programme is planned and produced with the co-operation of specialist services such as Adult Education, the Agricultural Department, the Art Gallery, Libraries, and the host of other organisations. In this way young people can identify themselves with adult organisations and in turn help others in the transition from informal youth to adult education.

# 48. THE RURAL YOUTH BRANCH QUEENSLAND EDUCATION DEPARTMENT

by J.B. NUTTING,
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RURAL YOUTH BRANCH,
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## The Education Department in Agricultural Training

In the initial years from 1947 to 1954 the support of the Education Department, through its Rural Youth Branch centred on the formation of clubs, and co-ordination between clubs. The state organiser also acted as an adviser to clubs and members when particular problems were encountered in club management, but as an individual was not in a position to undertake a great deal of actual extension work or member training on behalf of the Department.

In the years from 1954 to 1956 the Junior Farmer Movement continued to expand along the lines established at the first state conference.

Staff increased and by 1957 comprised three full-time officers. As new staff were recruited the work of the Education Department increased overall, but the emphasis remained on establishing clubs and promoting all of the 1954 objectives. Staff generally did not specialise in any particular field, but some local extension work was included where a specific need existed. Regular schools were arranged for members at the Queensland Agricultural College.

In 1960 the Organisation's official magazine "JAY-EF" was founded and one officer undertook the task of editor. The magazine featured a wide range of items and usually included some items of an agricultural nature. Most members however, took the view that they could read similar articles in other specialist agricultural publications and so the magazine did not develop as a major source agricultural extension, except for items not otherwise available.

In 1964 when staff members were increased to six, a senior officer was placed in charge of all vocational training activities including agricultural camps and courses and various contests for members including stock judging, ploughing, carcass and pasture contests, the erection of displays at agricultural shows and home-making training for girls.

This led to an upsurge in interest in agricultural activities and new courses and schools were introduced in welding, farm management, tractor mechanics and science in farming, mainly conducted at the Queensland Agricultural College during college vacations. Local interest in what were termed "industry schools" developed during this period and in various parts of the State, staff organised schools in sugar, grain, dairying and fertilizers. In some areas field staff also arranged regular discussion sessions between visiting experts and local members, known as "rural science discussion groups" with members of the public often attending as well.

The extent of such work was limited by staff availability, but the value of training members in leadership and organising is shown by the schools which have, over the past two years, been organised almost entirely by local members. This appears to be one of the most promising aspects of present rural youth work in the agricultural field.

A new role for rural youth officers is indicated by this trend towards what are usually referred to as "self-run" activities. It is envisaged that staff will act as a central source of necessary material for such schools including printed reference material, films, speakers and display equipment which can be directed to wherever the particular schools will be held. In this way a small number of officers specialising in this field can provide the key to a whole range of agricultural training activities throughout the State, covering far more ground than previously when they would have been required to organise and conduct each school personally.

Many commercial firms are now entering the field of Agricultural Extension and are seeking the aid of the Rural Youth Branch in making contact with members and clubs. The role of rural youth officers as co-ordinators in the training field will extend as other training facilities are developed by the Department of Primary Industries, the University of Queensland and the C.S.I.R.O. and it seems clear that staff members will become a major means of connecting and co-ordinating these services so that they reach the maximum number of interested members.

## Staffing

The Education Department in Queensland provides the office facilities and staff of the Rural Youth Branch as the administrative centre of the Rural Youth Organisation in Queensland. Present administrative staff is comprised of a state organiser, and two experienced assistants ( a magazine editor and an administrative officer) who also undertake field work and member training programmes. The services of three female clerk- typistes are also employed by the Branch.

Field staff is comprised of three club organisers who also arrange training camps and assist in organising various state-wide contests of a vocational nature. As additional field staff are appointed it is hoped that one of the more experienced officers can be placed in charge of information on resource material services to meet the growing needs in this direction.

However, the majority of field staff and the work of the administrative staff will continue to be directed primarily towards development of the rural youth organisation as a whole in line with its official aims and objectives which incidentally have been influenced in Queensland as elsewhere in Australia by Dr. Harold Baker's recommendations, and it seems that in this way the greatest benefit will be derived by the greatest number of members in the fields of learning and personal development.

Membership is now mainly in the 16-22 year age group apart from special high school clubs and is almost equally made up of males and females. Individual involvement in the club programme is still based on non-compulsory participation. A wide range of possible activities is placed before the member and he is left to decide which activities are most attractive. Commonly referred to as the "cafeteria system" of programme planning, this caters for individual interests and at the same time provides an up-to-date indication of membership trends and changing fields of interest in the movement as a whole. Apart from other types of training listed in the latest draft of recommended club policies and the programme guide, full recognition is still given however, to the part of agricultural training in the overall pattern of Rural Youth activity and the movement is recommended to:-

These are the recommendations made to clubs:

(a) Co-operate with scientific and advisory bodies (e.g. D.P.I., University and C.S.I.R.O.) which will assist in the development of modern methods in Agriculture.

(b) Conduct experimental projects.

(c) Support agricultural contests (e.g. ploughing, stock judging, carcass and field contests).

(d) Support local Agricultural Show Societies and Primary Producer Organisations.

(e) Study new and changing trends in modern primary industry particularly farming as an economic or business undertaking.

(f) Actively participate in rural safety programmes particularly tractor safety, machinery safety, road safety and safety in the home.

(g) Support all forms of rural conservation.

However, today the major role of the Rural Youth Branch, of the Queensland Education Department, is not one of direct Agricultural Extension, except where this is part of the overall programme of the organisation or a particular club. Nevertheless the clubs themselves are now a powerful force in the agricultural training field, not only in actual extension work, but in establishing amongst members favourable attitudes towards improvement in every aspect of modern farming.

These attitudes should remain active long after the member has ceased to be associated with Rural Youth and may eventually lay the ground for a lifetime of co-operation between the individual and those means of learning open to him whether in the fields of agriculture, community development or life as a whole.

# 49. COLLEGES OF ADVANCED EDUCATION AND ADULT EDUCATION

## CHAIRMAN'S OPENING REMARKS

by J.L.J. WILSON,
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DEPARTMENT OF ADULT EDUCATION,
A.N.U.

The setting up of these Colleges of Advanced Education is one of the most significant steps in education in Australia that has been taken for many years. They are at least twenty years overdue. No-one envies those concerned, the problems that their present creation and development must be affording. There is no blue print for them. Every State is evolving its own system out of the various pre-existing structures of advanced technical education. One, and one only of their manifold problems, is the role they should play in the future in adult education.

The Martin Report appeared to see that the Colleges of Advanced Education had a role to play in adult education, though I do not recall that it was very specific about that role except in the field of management studies. The A.U.C. in its report of September, 1966, was somewhat clearer about this role when it recommended that the Colleges of Advanced Education or Statutory Boards of Adult Education might take over the adult education work of universities. Whether either the Martin Committee of the A.U.C. had ever really thought about the matter must be, I think, a matter of conjecture.

When, a couple of months ago, I had occasion to see Dr. Wark in connection with the planning of this conference, I asked him what he conceived would be the role of these Colleges in the field of adult education. He confessed that he, and I gathered his committee, understandably enough from one point of view, had not given this matter any thought as yet. The Wark Committee, and he thought it probable, the councils or committees of the various States, had not had time, amidst their various other priorities, to think about the problem.

I asked him whether he though there was an important role for these colleges to play in adult education? And, if this was the case, were there not certain fields of adult education which they should undertake because of the community's needs and their particular abilities to meet them? I asked whether it was not the case that there was already in the community, and even more likely to be in the future, a great need for well planned refresher courses, schools and seminars, for technologists in every branch of engineering and electronics and also for executives in business and industry? Was it not the case that, in most of these fields, very little was being done at present? Was it not likely in the future to be a very great need for courses, especially for men in the advanced levels of the technologies, not only for refreshment in their own disciplines, but also for teaching them new and important developments in related fields?

I also raised the question of the need for intensive re-training or re-establishment courses to fit technologists, managers and other workers for new positions, because mechanisation and automation had made their positions redundant and their skills obsolescent. Would it not be the case, I asked, that such courses would require not only training in new knowledge and skills, but would involve a considerable course content in the behavioural and social science fields? And if these were obvious and natural fields which the Colleges were peculiarly fitted to operate in would it not be necessary for them to plan now for divisions or departments of adult education which would be able to mount suitable courses? Since it seemed probable a great deal of the intra-mural work of Colleges would be done in the evenings, what provision is being considered of staff and premises to meet the Colleges' possible role in adult education?

We all appreciate the very great significance of the tasks these Colleges must undertake in the education of young people. It is enviable that the central preoccupation of educational administrators is to get them built, staffed and operating.

But - and these are my last questions to Dr. Evans and Mr. Jones - can the community in this day and age in Australia afford to plan and implement an educational advance of this kind without, at the same time, giving a very great deal of attention to the continuing vocational educational needs of those at present in the work force, and without planning now for the continuing educational needs of those young people who will by 1972 be graduating from these Colleges? Is it likely that the demand for continuing vocational education for adults in the work force will multiply very rapidly in the next decade not only among those of all age levels at present in the work force, but among those whom these Colleges will graduate? Is it not likely that by 1975 those who graduated from Colleges in 1972, will be hammering on their doors demanding further education?

# 50. COLLEGES OF ADVANCED EDUCATION AND ADULT EDUCATION

## INTRODUCTION

by DR. S.I. EVANS,
DIRECTOR,
SOUTH AUSTRALIAN INSTITUTE OF TECHNOLOGY.

### Obsolescence

As the last speaker in this year's National Conference, it is not inapproriate, perhaps, that in dealing with the organisation of Adult Education in Australia, I turn my mind not the the historical past and the present situation but rather to the future and its formidable challenges. In fact, my subject could quite properly be called "Adult Education and our Future".

We all live, as you know, in a new and challenging technological age. The whole structure of production, transport communication and all fields of economic development is under challenge from the incidence of modern scientific achievement. To meet the demands of the new age, greater expertise and increasing skills are needed, and the needs become more urgent every day as the pace of technological change quickens.

To pervasive influence of the new industrial revolution and its technological and socialogical changes affect our material and cultural environment. And these changes are going on much more rapidly today than they did yesterday, and will go on more rapidly tomorrow than they do today. Within the span of one man's lifetime of three score years and ten, we have moved from the day of the first motor car to the point where man (and woman) now orbits the earth.

In this changing world of knowledge, it is essential that every qualified person should realise that probably he will have to be educated and re-educated throughout his whole working life.

Such technological changes have been accompanied by great social changes such that rapid developments in techniques apply to practically every field of human activity and yet have often fallen far behind our needs. In fact we cannot ever begin to guess what work the young people whom we are training today will be doing within the span of their life's work or what techniques they will be using. Only one thing is clear. Whatever they are doing in their middle age in the 21st century will be substantially different from what we today envisage their doing. In a changing world, versatility and adaptability are inevitably at a premium. This means two things, firstly a better or more extensive preparation, and secondly, assistance at various stages in modifying and developing skills and knowledge to meet new demands. It will also mean very substantial changes in outlook and attitudes in our community.

The need to provide expanding educational facilities throughout Australia to meet the formidable challenges of a growing technology is made all the more urgent because of the changing age structure of a rapidly growing population. Over one-third of the Australian population today is under twenty years of age and over one-half is under thirty years of age, and the population gets even younger as migration continues. We therefore have in Australia a combination of rapidly increasing numbers at all levels of education - primary, secondary and tertiary - at a time when the impact of modern technology is exerting an influence on the whole economic structure greater than ever before in the history of Australia - or, for that matter, any other country.

The task of educating this young population is indeed formidable and, in its performance, is contrued by many economists as the soundest investment that Australia could make. It would constitute, in their view, one of the most powerful and creative contributions that could be made towards economic and social development.

## Re-training

The Martin Report has given the Colleges of Advanced Education strength and purpose.
This purpose is twofold, direct.

(a) To diversify tertiary education so as to provide, along with the University, an all-embracing field of higher education.

(b) To relieve Universities of much of their student pressures.

While they would concentrate on the comparatively neglected field of technological training it was nevertheless hoped that the educational base of such Colleges would be widened by the introduction or expansion of courses in the liberal arts, visual arts, humanities, social sciences and para-medical studies. Many of the graduates of these Colleges will attain important positions in commerce, industry and government, and the aim must be not merely to give professional training but to promote an education which will encourage breadth of interest and outlook.

We believe it is important that Colleges be alert to technological change and its social consequences. At one level, the response of the College system may be to introduce courses or new techniques to replace those for which the need has disappeared as a result of the introduction of automation or other techniques. Retraining or refresher courses at the tertiary level may be needed to take into account more sophisticated or more demanding techniques.

The future challenge for Adult Education facilities in Colleges of Advanced Education is clear and to meet it will call for visionary thinking and the gift of anticipation to prepare for the tasks ahead. The extent of the problems will spread over all aspects that affect our living - cultural, economic and moral as well as technological. Every facet of life will be affected and will need new thinking and adjustment because of the movement forward in this ever-changing world. There is clearly a task for all agencies concerned with Adult Education and this must be tackled by intelligent planning, determined effort and visionary zeal.

Important as the basic problems in education appear today, there is, in my view, a far greater challenge tomorrow in having to adjust and adapt ourselves as members of a rapidly - changing society in a rapidly - changing world. Not only will more skills be required but the threat of obsolescence must be met by suitably arranged courses at every level. It is in the struggle against obsolescence and in the adaptation to economic and sociological changes that I see Adult Education as being a very potent force in the future activity of the Colleges of Advanced Education. If you accept that a person with a qualification at the age of 23-25 has to renew that qualification every 10 years, it becomes abundantly clear that the agency for providing that refresher course has a most demanding and rewarding duty.

Other countries have already taken rapid strides in their retraining programmes. The growth of education and re-education for adults in America has been explosively rapid. There are courses both professional and non-professional, in everything from engineering to painting, both liberal studies and vocational training. At the University of California in Los Angeles more than 10,000 adults are enrolled for evening classes - there are more than 150,000 adult students in the State of California. The University of Wisconsin has a motto "the boundaries of the Campus are the boundaries of the State", and it organises its work on this assumption; the University of Maryland organises extension lectures throughout the State and in the District of Columbia and it has a large programme in twenty-five foreign countries for Americans serving overseas. Industry itself is making a contribution to the re-training programme and many industrial firms organise special courses for their employees, usually in collaboration with local universities.

In medicine, practitioners must constantly be brought up to date in medical knowledge; there are twice as many middle-aged doctors taking refresher courses in the medical schools of Johns Hopkins and Harvard as there are medical students studying to qualify as doctors. There are as many students taking special short courses in Engineering in M.I.T. during vacations as there are undergraduates studying in term time.

Like the Americans, the Russians and Swedes have fully recognised the significance of re-training and have developed similar programmes on the same massive scale. Almost anyone in any of the three countries can learn almost any subject which interests him, either in a university, in a small class specially arranged for him by the local university, or by correspondence. The implication of the tremendous effort by these countries to combat obsolescence by this re-training scheme must not be lost to an industrial nation like Australia. Our people must be able to apply modern science to modern industry, and they will not be able to do so unless they can learn about new ideas while they are still novel and changing.

I may be reminded that such developments will cost money - they will - but it should also be remembered that we spend less than other progressive countries, despite our rating as one of the world's richest countries per head of population. The provision of a good education is a highly complicated and costly operation but the neglect of education is even more costly, for without up-to-date skills and knowledge we will be unable to compete on the world's markets, our factories and firms will become idle, the quality of our life must inevitably deteriorate. "The future of the world is not to those with the biggest population but to those with the best system of education."

Let me conclude by pressing home questions for discussion -

(i) Is the present system of Adult Education geared to meet the ever growing and formidable challenges of the Future? What part should the Colleges of Advanced Education play in the system?

(ii) How far should country colleges like the Whyalla Institute of Technology be developed as community colleges to meet the wide spectrum of educational demands that will face these institutions in the future? In some instances such a college will obviously have its own particular tasks but may it not as well, because of its geographic location, co-operate with a variety of institutions and agencies in providing adult education courses in areas not necessarily covered by its own internal courses.

## 51. LEARNING THEORY: DISCUSSION SYNDICATE "A"

Syndicate Paper:

### A THEORY OF LEARNING FOR ADULT EDUCATION

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1.1 Discussion of learning theory has long revolved around paradigms such as S - R, which are only of partial use to the adult educationalist, or, for that matter, to any educator who is involved with processes of complex learning. (S-R, means, Stimulus - Response)

1.2 What seems to be required is an approach which will provide a paradigm taking into account the complexity and the range of variables operating in the learning situation, as it occurs outside the laboratory. The paradigm used in this paper takes the form of an equation, relating the four major variable groups associated with the learning process to learning itself.

$$L._{(M)} = f(S.C.E.)$$

L in this equation is "amount of learning"; M is the learning material, which is determined by the objectives to be obtained; S is the student, or "subject" of the learning process, and E is the background environment against which the learning situation is placed. C is rather more complex. It is "control", and includes a wide range of variables associated with the method of teaching, the presentation of material, and the tutor.

1.3 None of these variable groups is simple in nature. They represent indeterminate clusters of variables which can only as yet be described imperfectly, and certainly not quantified with any degree of reliability.

1.4 The approach presupposes that each of these factors will be analysed separate and its relationship (f) to the L variable described. In this paper it will be impossible, indeed, it would be useless, to concentrate on the mathematical description . . . and even were it useful, techniques are only now being developed which would enable us to do this with any degree of accuracy. However, the next section explains the mathematical background in fairly broad terms.

## 2. The Nature of the Mathematical Model

2.1 The approach here used presupposes that it is possible, at least theoretically, to describe quantitatively, i.e., measure, the variables involved.

2.2 In most cases this involves the use of an indirect measuring technique. To measure L, for example, is impossible, since amount of learning becomes a property internal to the organism. What can be measured is the consequence of learning, and this is done by quantifying a response pattern (R) which can be measured before and after the learning process. Learning is then presumed to have taken place if a positive change ($\delta$ R) in the response pattern has taken place.

2.3 An illustration taken from history teaching may help to explain this. At the beginning of a course in Modern European History a student may be asked to write a short essay on "The Causes of the French Revolution". This essay will then be evaluated by the lecturer or examiner. His evaluation will take account of such factors as: the factual information the student offers, the understanding demonstrated of the relationships between the processes involved, their relative importance, and their qualitative significance in producing the final result. Other factors such as neatness, grammatical and stylistic mastery of English written expression, and even handwriting legibility may also, consciously or unconsciously, affect the student's result, which will be a "global" assessment taking into account the specific factors described. The "other" factors mentioned above should not, in theory, be taken into account unless the course in M.E.H. is also designed to help students in these areas. These are extraneous factors, cited because they do in fact effect evaluation procedures. This illustration is offered because teachers of the humanities are often those who most strongly oppose attempts to quantify complex qualitative variables ... even though their own evaluation procedures are just such a process.

This "global" assessment we may term R. At the end of the course the student may be once again asked to write, under the same conditions, the same short essay. Once again the evaluation will result in a "global" assessment involving the factors mentioned, and we may expect, at least in terms of the factors related to course objectives, an improvement. The difference between $R_1$ and $R_2$ is $\delta$R. If we have not taken extraneous factors, such as incidental improvement or decrement in handwriting, into account, then we assume that $L \propto \delta R$

2.4 The quantification of $\delta$.C., and E, involve the comparison of results obtained for L when each of the variable clusters is altered while the others are held constant; and since each is a complex cluster of variables, a further step must be taken of analysing the nature of the individual variables composing each cluster, and determining their inter-relationship. An interesting example of this sort of approach is found in Cattell (1965), in which specification equations are adduced to related personality variables to behaviour.

2.5 The significance of modern statistical techniques to this process is that it is no longer necessary to arrange experiments in such a way that only one variable is varied at a time, while all the rest are held constant. This is now done statistically, by analysis of variance and other methods.

## 3. L(M), or, The Stuff of Learning

3.1 The first step in adducing such an approach is to ensure that what is to be learnt is clearly understood. In other words, that the objectives of learning are clearly set. The traditional approach to this requirement has been to state syllabi in terms of the scope that a course was to cover.

3.2 That this approach is clearly inadequate is demonstrated by a consideration of the different types of response that the educator sets out to modify, even in the simplest possible sort of course.

3.3 A division which is often used in describing educational objectives broadly, is the tri-partite division into skills, knowledge, and attitudes, but this is extremely vague. Can we talk of such a "skill", as map interpretation? Do not even simple skills such as wood-chopping not depend in part on specialised sensory and cognitive discrimination? Is it possible to discriminate at all between knowledge and attitudes? In a course designed to combat anti-Semitism, the objective is defined in terms of attitude-change, but what is actually done is to offer cognitive material about the Jewish people, or Israel, or anti-Semitic excesses; and what is assessed as a change in attitude is largely a change in cognitive understanding of a situation.

3.4 A refinement of this division has been proposed (Bloom et al, 1956), by dividing learning areas into three "domains": the domain of psycho-motor skills, i.e. physical responses involving neuromuscular co-ordination; the cognitive domain, i.e. that concerned with the effective transfer of knowledge; and the affective domain, that concerned with the emotional content of behaviour.

3.5 Within this division Bloom offered a tentative taxonomy of the major areas into which the cognitive domain might be divided: knowledge, comprehension, application, analysis, synthesis and evaluation, and each of these areas was further extensively sub-divided. All together, these constitute a heirarchical structure, in that the latter objectives cannot, it is postualted, be covered unless the former ones are. One cannot teach the understanding of material until the material itself has been taught, its application depends on understanding, its analysis depends on its application etc.

Bloom's analysis may be questioned - in fact, it was published with that aim. Obviously, there are difficulties associated with the use of the term "application", and the six areas are often in practice so interwoven that it can be questioned whether they should be, or can be, separated. However, in that such taxonomic analysis has often been neglected, they offer by implication a salutory lesson for some educators.

3.6 A couple of examples may serve to illustrate what is meant by such analysis. The teaching of type-writing by touch, for example, involves in the first place a psychomotor response pattern initially governed by sight cues. This pattern must be taught in such a way that it is governed by a range of cues involving spatial perception and touch. Thus the psychomotor content of the learning is linked to cognitive items at a simple "knowledge" level. The stimuli for typing are items of visual percepts arranged according to a complex symbolic system. The comprehension of this system, i.e., the ability to understand what is being typed, is not necessary.

On the other hand, language teaching involves comprehension skills, and if one expects the learner to do more at the end of the course than merely read or listen with understanding, application skills are involved as well. The learner must be taught to apply what he has learnt to comprehend in the task of communication.

A course in Current Affairs often has as its stated objective the goal of enabling the student to evaluate events as they occur. To such a course the higher level objectives of analysis, synthesis and evaluation are obviously of crucial importance. A course structured on the basis of imparting knowledge and even comprehension will be inadequate.

3.7 It is often assumed by educators that if the lower level cognitive skills are attended to efficiently, then the upper level skills will emerge of their own accord. The analogy here is probably that of the old proverb about looking after the pennies; but a more suitable analogy is probably that of the inveterate reader of comics who never graduates to F.J. Thwaites. The fact that some comic readers actually do graduate, even as far as Patrick White, illustrates that this can happen, not that it automatically does.

3.8 If one assumes that adult educators actually do have a responsibility to effect these higher-level skills, then it is apparent that something should be done to ensure they are "taught for". A criticism that is often made of the lecture technique, particularly as it is offered at tertiary level, is that it does not, in fact, do this. The best tertiary level students are often those who are pretty good intellectual mimics. If anything, it seems to me that adult educators have been rather more aware of this sort of problem than people working internally in universities, but whether that means that they have been sufficiently aware I am not sure.

## 4. L=f(S), or, Knowing the Learner

4.1 Much of the emphasis in educational psychology has been placed on studies of the learner. Kuhlen (1963), for example, terms his study "Psychological Backgrounds of Adult Education", although it is concerned almost solely with studies of the learner. Yet, significantly, this is the area in which we seem to know least. When one contemplates the work of a Cattell (1965) with its complex arrangement of personality factors, ergic and sentiment structures, and lattices and equations to express their relationship, one cannot avoid a certain sinking feeling.

4.2 From a practical point of view, however, there are two facets of personality study of basic importance to the adult educator. These are abilities, and motivation. Abilities set the possible limits to the individual's capacity to learn, and motivation determines to what extent the abilities are used.

4.3 Birren (in Kuhlen, 1965) provides a useful summary of the data available about adult abilities. In broad terms, the findings he offers are, that there is a slow but regular decrement in psychomotor skills with age, and that this affects the ability to perform speeded tests, but that cognitive abilities, such as are involved in unspeeded vocabulary and information tests, are capable of improvement until the onset of senility. Whether they actually do or not seems to depend largely on the amount of formal schooling the adult has received, but this is not an absolutely determining factor. The finding may be interpreted as meaning that the individual who wishes to go on learning, (and he will usually have had a fairly solid education), can do so throughout his adult life. Tests involving perceptual discrimination, such as digit symbol and picture arrangement tests, tend to show a decrement with age as the sensory organs involved lose their sensitivity.

4.4 The factors which are basically important in determining adult learning are those which affect motivation to learn, and here there has been a considerable amount of work done overseas. The central question of why adults learn was tackled by Thorndike in terms of a "carrot-and-stick" approach. To Thorndike it at first seemed obvious that people repeat actions which have pleasurable consequences, and avoid repeating those which have unpleasurable consequences. His concept of pleasure was derived from the basically simple behaviourist position that man is a "goal-seeking" creature, that is, that action is undertaken because he wishes to achieve certain goals. A man who is hungry will act in such a way as to reduce his hunger - his goal is food. It seemed to follow from this that when a need-state existed in an organism, the organism would be impelled to action until the drive underlying the need-state was reduced. The effectiveness of learning would then depend on the degree to which it reduced needs, i.e., enabled the organism to achieve goals.

4.5 Thorndike himself found it impossible to maintain this position. He found that undesirable consequences did not lead students to unlearn connections previously learnt, and since his experiments enquiries have revealed fairly consistently that while the carrot is sometimes effective in increasing motivation artifically, the stick merely inhibits any learning whatsoever, by inducing anxiety. Recent research findings suggest that positive reinforcement (the technical name for the "carrot") may be most effective when used least. Experiments in which rewards were difficult to obtain and then meagre, were found to produce more effective learning than those in which rewards were lavish and easily obtained. Particularly, the less-rewarded learning was much less easily extinguished.

4.6 Applying this concept to adult education, it seems that the extrinsic goals for adult learning are often rather tenuous. Australian adult education is typically non-vocational, and undertaken largely for a mixture of social and intellectual motives. Without a study such as "The continuing learner" (Solomon et al. 1964), having been undertaken here, any generalisation is, of course, dangerous, even the one above, but let us assume that there are people who come along to adult education activities for one or a variety of the following reasons:

> "to make myself a better (more effective, etc.) person";
> "because I like learning (want to learn, etc.)";
> "to meet people, (or to talk with stimulating people, etc.)";

According to Thorndike's original formulation the amount of learning produced in these people would be proportional to the degree to which they found their chosen goals satisfied. A modern view would be that this would not necessarily follow. The person who wished to become "more effective" might be more strongly motivated by a course which he felt would lead to this goal, but slowly and with difficulty, than by a course which seemed to offer it almost at once.

4.7 A slightly different problem emerges from consideration of the second motivation cited above "because I like learning", which does not fit the classic formulation of goal-seeking activity. There is no drive which will be reduced by the consummation of the activity; indeed, the "drive" is likely to be enhanced. Furthermore, use of such a paradigm does not lead us out of the problem: "Why do you like learning?" The answer obviously begs the question. In this area the goal and the activity are identical, i.e., the activity has intrinsic value for the participant.

4.8 Piaget's work with children led him to offer the theory that the child finds an intrinsic satisfaction in exercising his cognitive powers (see Borger and Seaborne, 1966, Ch. 5) Piaget regards the child as involved in a constant process of adaptation to his environment, though cognitive activity of two kinds: assimilation and accommodation. Assimilation occurs when new knowledge or experience is incorporated within existing cognitive structures; accommodation occurs when the new material cannot be assimilated into existing cognitive structures, and these must be modified. In fact, most human learning involves some degree of each. He found, however, that children tend more as they grow older to seek accommodatory changes, i.e., new experiences, or challenges from the environment. Thus the child's cognitive structures become more complex as he continues to learn. Kelly (1955) has elaborated this idea into a "construct" theory of personality. He suggests that these cognitive constructs form the way the adult person views the world, and that the adult is constantly involved in the same mental processes of assimilation and adaption (for a fuller account, see Foss, 1966 Ch. 19).

4.9 Murray offers a rather different emphasis in his view of human behaviour as being not only goal-directed, in the conventional sense, but also being at times motivated by intrinsic satisfactions. Thus he suggests that there is a range of activity called "process activity", undertaken solely for the pleasure of performing it, and that there is a range of activity in which this intrinsic satisfaction is heightened by the manner in which the activity is carried out. Thus a person may at first paint or read or play chess without regard for the mastery he achieves, but may then go beyond this and derive greater satisfaction by performing these activities more proficiently. Murry explains this by postulating a range of "model needs" which are satisfied in this manner. (See Lindzey and Hall, 1957, Ch. 5)

## 5. Implications for Australian Adult Education

5.1 The central problem for adult education in terms of learner motivation is that despite the efforts of a great number of people over many years adult education still involves only a small range of the actual population, and still meets only a small number of the educational needs of the community. In part, this is due to the institutional and financial shortcomings of the framework of provision, which will be the topic of discussion in another context at this conference.

5.2 In the context of this paper, the problem is that participants in adult education are a small minority of "converted", and that there is a general reluctance among the adult population to participate at all in adult education. The common reason adults give, along the lines of "I am a bit too old to start learning now" cannot be justified from what we know of adult learning abilities. Indeed, the evidence seems to indicate that adult education is an acquired habit. Thus, Solomon (1964) was able to study a group of people for whom adult education had become part of a way of life. In Australia, also, it is fairly common to find the "regulars" continuing to turn out, year after year, despite the nature of the programmes offered.

5.3 Another element of this problem is that many people still see education as preparation for living, and not as an essential "R&D".* process continuing throughout it. If the N.O.R.C. survey findings (Johnstone and Rivera, 1965) can be applied to the Australian setting, it may be that there are large numbers of people who are unaware that any adult education facilities exist at all.

5.4 A fundamental criticism of the programmes which form the bulk of provision in Australia, is that, they cannot, as at present conceived, form the basis for the dynamic role which adult education will be called upon to play in the near future. The emphasis is still placed largely on the transmission of knowledge in an academic and often authoritarian way. Franklin's remarks (A.J.A.E. July, 1965, p.32) seem all too true.

> "One cannot escape the impression that ... (the design) .... follows the same authoritarian approach to learning as most earlier schooling .... the teacher, in other words, takes full responsibility for selecting the educational goal of the group of learners, usually based on his substantive knowledge rather than competence in diagnosing educational needs. Adult learners are passive, by contrast, involved in deciding only whether to take the course, not its intrinsic aims."

This is clearly seen, for example, in the various schemes of study group courses offered in a number of Australian states. Although these are called "discussion groups", little attention is paid to what the Americans would regard as the essential core of the process, the training of discussion leaders. The material provided is often highly structured externally to the group, and in their most highly developed form these are, in effect, tutorial classes conducted by a corresponding tutor in absentia.

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*Research and Development.

I am not arguing that such an offering is not valid, but that it cannot be properly termed a "discussion group" scheme. The aim of discussion group technique is not the transmission of knowledge per se, but "to help the learner use knowledge as a means for more effective living as a member of a creative, developmental society . . .". (Franklin, ibid., p. 35).

5.5 In an unpublished paper presented in Sydney in May a noted Australian economist and commentator expressed the view that it did not much matter what people were taught, as long as they were taught it rigorously and analytically. Speaking in the context of management education, he made the point that it might perhaps be the study of Greek vases that Australian management training should be centred about. This idea or similar ideas are so common that it might be as well to reiterate the classical view that education viewed as training an overall analytical mental "discipline" is invalid. The nearest evidence that psycholgists can advance for a similar sort of process is from Harlow (1949), who was able to demonstrate that students can develop a "problem-solving" ability for a specific range of problems as they become familiar with the common elements that the problems contain and the most effective way of analysing the data available. These "sets" are specific to the type of problem in which the student is trained. There is no known evidence to support the view that transfer occurs over a wide range of problems from any specific course content. The importance of this for adult education is that many of the ideas we have about course content, and concentrating on "liberal studies", or "the humanities", come from two or three generations ago when it was felt that there was a sort of generalised transfer from liberal studies that would make people more "analytic" in their thinking. This needs to be discussed in detail.

## 6. L=f(C), or Guiding the Learning Process

6.1 The time-honoured control element in the learning process has been the teacher or tutor, although in recent years there have been moves to instal machines in the place of the tutor and set up programs which would render human control obsolete. In the incredible flood of material on teaching machines, it is often forgotten that a good teaching program on a machine is merely a mechanical codification of the work of a good teacher. There are two basic difficulties with teaching machines which cannot at present be ignored. One is that the typical Skinner-type program based on material that is tested by questions which only the most hopelessly dull student will fail to answer correctly offers little opportunity for the student to do more than assimilate at the basic comprehension level. Machines, like efficient "drill" teachers, and that is all they are, are very good for convergent teaching, where what is required in the student is the ability to reproduce an organised body of fact; they are less able to produce divergent thinking in the student, by their very nature.

The second disadvantage of programs is that they make little allowance for individual difference. The questions are framed in such a way that 8 out of 10 students, in a typical sample test run, will answer them correctly. (This proportion varies according to the test-maker, but 8 out of 10 is fairly typical). This means that they are ideally suited for the middle-range student, who progresses fairly quickly, and whose motivation is reinforced by success. They are not good for the very brilliant or the very dull student.

6.2 But the basic weakness is that the "thinking" is done by the machine, or the programmer. In recent years there has been a swing towards more emphasis on ways of implementing "open-ended", "heuristic" or "problem-solving" approaches to learning. (see Getzels, in N.S.S.E., 1964). This tendency, with its corresponding emphasis on divergent, as opposed to convergent intelligence, is a very healthy one at the present time, because of the consequences of the knowledge explosion of the twentieth century.

6.3 The traditional role of the teacher has been a conservative one, both morally and intellectually. He was concerned, with a couple of distinguished exceptions, e.g., Socrates, with passing on what he himself had learnt, to the next generation. The assumption made was that the lessons of one generation would be applicable to the problems of the next generation, but as the process of technological and intellectual innovation has speeded up, the range of utility in time of an idea or a research finding has considerably shortened. In preparing this paper, for example, it was useless for me to turn to the textbooks I had used ten years ago to study the subject. Its whole complexion had altered, and looking back one feels that the ideas which one was taught ten years ago were somehow extraordinarily naive. This paper, assuming that it has validity for the present time, may be obsolete within three years.

We have reached the stage where it is no longer valid, or even possible, for education to be the passing on from one generation to the next, of a cultural tradition. Even in the purely utilitarian fields of vocational expertise, training already must be a continuous process throughout life. The great gap which at present exists between the pop-culture of the adolescent and the cultural values of the adult demonstrates this, but it is not only in respect to adolescent values that the modern adult tends to be at a loss. In many different dimensions, the world seems to be moving so fast that it is impossible to "keep track".

6.4 This suggests that a radical change is taking place in the role of education. To cope with this rapidly changing civilisation, the emphasis will alter from the traditional role to one of equipping people, children and adults, with the mental characteristics which will render them more adaptable to change. Hence there is a strong trend towards a "creative thinking" approach to education, and this trend can only increase in importance. In terms of this, the mechanical contraptions invented in the last few years are not going to make a very important contribution.

6.5 They do, however, underline the possible future role of the teacher. Once machines take over the traditional job of imparting the established knowledge, the onus will be thrown even more on the teacher to perform the unique task of stimulating thought and enquiry on the part of the student.

6.6 All of these developments heighten the distinction between training, or instruction, in which the emphasis is on communication to a passive recipient, and education, which is a continuing process of communication with the aim of stimulating a shared process of inquiry, to bring about more effective relatedness between the student and the environment.

## 7. An Unrelated Point

7.1 A great deal of experimental research has been devoted to the role of the teacher as an effective instructor, i.e., teaching efficiency. Typically, the studies undertaken in a classroom have involved.

(a) collecting a representative sample of teacher behaviour;

(b) observing it objectively, and without intereference with the teacher's role;

(c) analysing the data to determine significant variables in teacher behaviour;

(d) correlating these with measures of student achievement, or other forms of evaluation.

Solomon (1963) and Travers (1964) both examined at length the material available in the United States, and came to the broadly similar conclusions that no conclusive findings had emerged in any organised way, although there have been minor gains in knowledge.

In part this has been due to the lack of techniques that have only recently been developed in statistics, such as analysis of variance, but a great many of the experiments, particularly those comparing "authoritarian" with "democratic" teaching methods, or using similarly emotionally-loaded terms to describe loosely defined characteristics, and often using the same teachers in two different "roles", can only be regarded as comic opera parodies of scientific method.

## 8. L=f(E), or, The Background of Learning

8.1 A great part of the success achieved by mechanical methods of teaching in recent years has not been due to their intrinsic mechanical superiority as control mechanisms, but to the fact that they enable the educational process to establish dominance over the environmental surround, and sometimes to abolish it altogether.

8.2 The most extreme example of this, is, of course the simulator used to train pilots, motor-car drivers and astronauts, which builds around the learner an entirely artificial perceptual framework geared to the objectives of the program. The background environment in this case is obliterated entirely.

8.3 The newest method of teaching touch-typing takes only eleven hours. Here tape-recorders offer the sound component. The room is darkened, and the visual component is provided by a large illuminated screen at the end of the room, representing a keyboard, with light that can be switched on and off under the keys. These are the dominant sensory stimuli which the student receives - most incidental stimuli unrelated to the learning process is screened out, and so effective learning is maintained.

8.4 Similarly the language laboratory utilises a highly artificial, "screened-off" environment, in which the dominant sensory stimuli, the verbal cues, are provided by the tape-recorder and earphones.

8.5 Of course, the theatre has long since been adept at utilising this form of "perceptual stimuli control", and the French "Son et Lumiere" displays represent a different application of the simulator principle.

8.6 Do we, in adult education, think consciously about utilising the environment in which learning takes place, to its full efficiency? Are the rooms in which we offer courses, the approaches to our premises, the sort that will make it more likely that learning will be efficient? What is the effect on the learning process of the draughty corridors and the ill-furnished rooms we often have to use?

8.7 Most, significantly, to what extent should we adopt the technique of consciously manipulating the environment in our favour? Is this desirable, or necessary, or applicable to some objectives only?

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# 52. RESEARCH: DISCUSSION SYNDICATE "B"

Syndicate Paper:

## ADULT EDUCATION RESEARCH IN AUSTRALIA

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Outline of the paper:

What is educational research?

The need for adult education research.

What research has been completed?

Adult education research needs.

### What is educational research?

Dr. W.C. Radford (1964, p. 255), Director of the Australian Council for Educational Research, had this to say about educational research in the book Education for Australians:

> Research in education is the systematic collection of facts about some aspect of education which will help to answer a question.

This implies that educational research has practical value. The value of a particular piece of research is, of course, dependent upon the importance of the problem under investigation.

Educational research must be all embracing. Radford (1964, p. 256) goes on to say:

> Research into education cannot . . . be simple or limited in its concerns. It embraces philosophy because it must be concerned with values, political science because in its organisation and control it is a public interest, economics because it is at one and the same time an investment and consumption, sociology because how it operates is the concern of groups of people combined in diverse ways, psychology because it is concerned with the behaviour of individuals, history because we cannot fully understand our present situation except by knowing what has led to it, scientific method and the theory of measurement because processes must be evaluated and outcomes measured.

Whatever the kind of educational research to be undertaken it is essential that the facts should be systematically and scientifically collected. But research in education entails much more than data gathering. The facts must be assembled for the purpose of deriving scientific generalisations that can be applied to the solution of real problems.

## The Need for Adult Education Research

In 1944, Dr. W.G.K. Duncan pointed to the need for research when he wrote:

> The quality and effectiveness of an adult education service will depend largely on the research work and investigations by which it is backed. We know, for example, comparatively little about the process of adult learning, or about the nature and range of adult interests. This calls for psychological research. We know little about the organised groups in our community, their scale, their purposes or their affiliations. This calls for sociological research. We need to experiment with different teaching methods (pedagogic research) and with different types of educational activity designed to meet the needs and interests of these groups. (p. 114-5)

It seems to me that Duncan's thesis is equally true today, twenty-three years later. As adult educators we have been concerned to create the maximum opportunities possible for adults to participate in formal learning activities. Has this affected the quality of our work? Are we, in fact, making the best use of limited financial and other resources to make the greatest impact on our communities? We need research in adult education to develop new techniques of teaching and learning, to assist us to evaluate our programmes objectively in order to improve our future programmes.

J.C. Dakin (1966), in a paper on Research and Training in Adult Education presented at the New Zealand National Conference on University Adult Education, stated:

> A programme of adult education research . . . could not only provide a sounder basis for university extension activity but could also ensure better instruction of part-time adult students in vocational and non-vocational classes and more effective training and retraining of workers in industry and agriculture.

The paucity of research in adult education in Australia is well known. The reasons for the present situation are not difficult to find. The pressure on adult educators to expand their programmes without accompanying increases in staff, the overwhelming pressure of enrolments, the small number of professionals (about 60 for some 8 million adults) employed full-time in adult education, the fragmentation of adult education activity, the profusion of agencies and the diffusion of professional effort have left the adult educator very little time to engage in research and publication. Adult education, as a relatively "new" profession, has been preoccupied with the daily problems of organisation and administration. Lack of adequate funds to support research has also been a contributing factor to the dearth of research studies. However, I do not regard the factors listed above as anything more than a rationalisation of the present situation. Perhaps they are excuses more than reasons. Adult education in Australia has tended to be derivative and to preserve rather than to modify and develop. Australian adult educators have looked back to the perfect prototype for their inspiration. Part and parcel of this attitude involving an imported system is to let somebody else do the research, particularly research workers overseas.

A change is on the horizon. I believe that the extent of the change will depend largely upon the degree of university involvement. In the past the general approach of the universities in Australia has been "non-vital", typified by attitudes such as 'we know the answers about adult education' or 'adult education doesn't really matter'. It seems to me that the rapid and "simultaneous" development of courses of professional preparation for careers in adult education in four Australian universities is significant. Teaching in adult education is being undertaken at various levels, mainly in connection with higher degree courses and post-graduate diplomas in education. In the near future it is likely that there will be a rapid expansion of this work. This, in turn, will expand the quantity of research because of the close connection between research and teaching. Obviously, teaching of adult education cannot wait until a well-organised body of knowledge is accumulated as a result of research. There is a need to begin teaching in order to encourage research. More research-oriented and research-competent adult educators should graduate from these courses to swell the ranks of the professionals.

In Australia, and especially since the formation of the Australian Association for Adult Education, there has been an increasing awareness of the need to conduct research in adult education. One of the main functions of the A.A.A.E. is to "encourage enquiry, research, experiment and publication in the field of adult education". Until the emergence of the Australian Journal of Adult Education in 1961 there were limited outlets for the publication and dissemination of research findings in adult education. The journal has acted, to some extent, as a research stimulant. There is now room for the Association to encourage the publication of monographs and to seek outside funds to subsidise the publication of books.

## What Research Has Been Completed?

This is not to say that there has been no adult education research in Australia. A start has been made. As a matter of fact, the first thesis in adult education was accepted by Melbourne University exactly 30 years ago. Since then a further seventeen theses on different aspects of adult education have been accepted by Australian universities, six of them for master's degrees. Unfortunately, as far as the writer is aware, not a single Ph.D. has been awarded for a dissertation on adult education. These theses and more than a hundred journal articles, some pamphlets and occasional chapters in books attest to the recognition on the part of some adult educators of the need for research and the effort which has been made to meet this need.

The fact remains, however, that very few of these studies meet the canons of adequate research (see the check list of criteria for evaluating educational research in Wandt (1965, p. 5)). Indeed these studies can only be called research by an exceedingly liberal definition of what constitutes research. The majority of the published work on adult education in Australia is concerned with description of the aims, methods, problems, structure, history and development of adult education in this country. This emphasis on narrative accounts of projects, programmes, agencies and personal experiences is useful in the early stage of the development of adult education as a discipline. It forms a basis for later more descriptive research, a first step towards more rigorous analysis.

The situation in North America has not, until recently, been dissimilar from that in Australia. Coolie Verner (1963) reviewed 290 research studies relating to adult education in Canada, about Canada, or by Canadians and found them to be well distributed among the areas of principal interest to adult educators. He allocated the studies among six categories in order to gain an overall picture of the research that has been completed and to identify gaps which require investigation. Table 1 represents a summary of his findings:

Table 1

An Analysis of 290 Canadian Research Studies in Adult Education

| Research category | Proportion of Studies (expressed as a %) |
|---|---|
| The adult as a learner: his attitudes, characteristics, interests, motivation and abilities as they impinge upon or relate to the learning situation | 21 |

| Research category | Proportion of Studies (expressed as a %) |
|---|---|
| Institutional activities related to adult learning and education, including programmes and activities as well as structure and patterns organisation | 18 |
| The content of adult study which embraces anything adults may seek to learn | 9 |
| The technical aspects of adult education which includes studies dealing with Administration, finance, leadership, evaluation, statistics about adult education, and the educational processes as they apply to the adult | 21 |
| The geography of adult education, including studies of specific areas of the country from a locality group to those provincial or national in scope | 15 |
| Those studies that deal with the development of the adult education movement and the personnel involved in it | 13 |

Edmund de S. Brunner et al (1959) in their Overview of Adult Education Research offer a picture of research in liberal, non-vocational adult education, mainly the work of American scholars, although some reference is made to research conducted in the United Kingdom. A major section of this report is concerned with the adult student (adult learning, motivation to learn, attitudes, adult interests, participants and participation in adult education). The other major part of the report is devoted to matters pertaining to the adult educator (organisation and administration of adult education, programmes and programme planning, methods and techniques in adult education, the use of discussion, leaders and leadership, group research, the community and its institutions in adult education, and problems of evaluation research). It is relevant in the present paper to mention that much of the published research applicable to adult education reported in Overview has been done by social scientists, particularly psychologists, social psychologists and sociologists. The bulk of the remainder has been completed to meet the requirements for higher degrees and is unpublished.

We in Australia, at the present stage of development of adult education as a discipline, inevitably face the same two basic problems which Verner and de S. Brunner and their associates faced. The first problem is to identify what constitutes research pertinent to adult education. The second problem is that of finding the studies or at least adequate reference to them. Without the assistance of an adequate bibliography the present writer has been severely handicapped. However, the responsibility for the choice of what constitutes research suitable for inclusion in the present paper is entirely mine. A useful purpose will have been served if relevant research not intentionally omitted comes to light as a result of this conference.

There has been no comprehensive historical study of adult education in Australia and very little published work is available regarding the development of adult education in each state. Three theses have been written: Rankin (1937) dealt with aspects of the history and achievements of adult education in Victoria, Hoare (1939) described the beginnings of adult education in Western Australia from 1913-1939, and Cumming (1946) outlined in broad terms the work of the universities, the Workers' Educational Association, the libraries, the Armed Services, the Council for the Encouragement of Music and the Arts, and informal agencies in adult education in Australia in general, and Victoria in particular. In addition to these theses there are the Alexander (1955), Walker (1956) and Portus (1956) accounts of the Sydney University Extension Board and W.E.A. activities, Stewart's (1947) account of the origins and early days of the W.E.A. in New South Wales as he recalled them, and Higgins' (1958) biography of Stewart. Leathley (1963) described the beginnings of the W.E.A. in Victoria, Anderson (1962) has written an article on the mechanics' institutes and Warburton (1963) on the schools of arts.

Participation research has been undertaken by a number of investigators. Seven theses and two journal articles attempt to give some indication of the characteristics (age, sex, income, occupation, educational background, extent of social group contact, duration of involvement in adult education activities, motives for study, etc.) of the clientele of adult education. McAughtrie (1948) presented information relating to participation in adult education in Victoria from questionnaires issued in 1942 and 1944. Lacuesta (1954) followed this up by his study of the clientele of the Council for Adult Education (Victoria) classes in the autumn of 1953. On the rural side, Shears (1949) investigated the educational needs of adults in the Upper Goulburn district and the problems they face in participating in adult education activities. In the same year, Eberle (1949) conducted a limited sociological survey in the New England region of New South Wales and considered the implications of his findings for programming adult education in the area. Dunton (1959) investigated the nature of adult education participants in Toowoomba and six country centres in the surrounding district. International Correspondence School courses, their role and effectiveness in adult education, were examined by Campbell (1950). More recently, Nettle (1965) studied patterns of attendance at Sydney University - W.E.A. tutorial classes. Two articles on participation in adult education classes have been published in the Australian Journal of Adult Education. The first, by Wilson (1961), compared some figures available for Sydney University - W.E.A. enrolments with the findings of Groomsbridge in the National Institute for Adult Education report Education for Retirement. The second article, by Allsop (1966), presented information about the clientele of the Sydney University three-year intensive courses for adults.

Some studies of particular adult education agencies have been completed. Bone's (1945) work outlined the organisation and administration of a correspondence school for adults in South Australia. Four theses have been written about the Armed Services and adult education. Dean (1946) and Coates (1948) described the Australian Army Education Service, MacLaine (1948) critically examined an Australian Army School for educationally backward soldiers and Hadgraft (1945) outlined an experiment in adult education in the R.A.A.F. In New South Wales, Metcalf (1950) studied the development of the evening colleges movement and Moroney (1960) compared the aims, programmes and clientele of Sydney University - W.E.A. tutorial classes, the evening colleges and the technical colleges. The Migrant Education Scheme was the subject of an investigation by McCusker (1954).

Two studies which attempt to evaluate particular adult education programmes in Australia objectively have been reported in foreign journals. Wheeler and Anderson (1958) experimented with the capacity of adults to increase their reading speed while maintaining their level of comprehension. Statistical analysis of the results was included. Armstrong (1964) evaluated the impact of the New England Radio Farm Forum on the rural population using a questionnaire as his data gathering instrument. Apart from these two studies there have been a considerable number of accounts of adult education programmes such as those reported in Some Papers in Adult Education (1955) and that of Chambers (1957), but these and many others, while of undoubted interest and value, could not be considered to constitute research.

## Adult Education Research Needs

I think the distinction should be drawn between what research is needed and what research adult educators can be reasonably expected to do. Some topics would, in all probability, be beyond the competence of many adult educators in Australia to investigate with any sophistication. It may be possible for adult educators to encourage their colleagues in appropriate university departments to undertake this type of research.

The kind of research I will indicate is that which is within the capacity of the professional adult educator who is largely concerned with the practical problems he faces in the conduct of his everyday responsibilities. Research into adult learning, motivation, attitudes and interest is urgently needed but these require special investigation because of their inherent theoretical complexity. Some of this research might be conducted in a manner which is far removed from actual life situations, involving laboratory type controlled experiments to provide the conditions under which researchers can isolate the factors upon which to build generalisations applicable to the practice of adult education, and is more within the realm of the social sciences. In the future an inter-disciplinary approach to adult education research may be possible by the combined efforts of social scientists and professionally trained adult educators.

We need bibliographical studies to point up what research has been completed and the areas requiring further study. In this way we should be assisted to make better use of research findings that exist because we can more readily identify and locate references. Also the availability of bibliographies of adult education should help us to set our priorities for future research.

A survey of adult education in Australia is another basic and major piece of research work that needs to be undertaken. This survey should take the form of an analytical investigation into the present day situation in adult education to ascertain what is happening in adult education in Australia today: who are the participants (what are they like, how many of them are there, what do they study and by what methods) who are the providers (what learning experiences do they offer, etc.)? A natural development of such a survey might be to obtain an estimate of the projected demand for adult education in the future. This information should form useful guide-lines for the national planning and development of adult education in Australia.

Adult education agencies tend to exist in isolation. We need to know more about the comprehensive range of institutions in the community so that we can co-ordinate provision and make more effective use of the existing social structure in meeting adult educational needs. This involves undertaking more studies of institutions concerned with adult education, their programmes and clientele (and the communities which these agencies serve) - a task which may form part of the study of the total Australian scene suggested in the previous paragraph. An important part of the study of institutions in adult education should be self-study by the adult educators in them.

As adult educators we should look more closely at our methods and techniques for teaching adults. Reading is probably the most important vehicle for adult learning. It is important that we should know more about adult reading abilities, interests and habits. Teaching materials such as pamphlets, journals and books might be improved in the light of the findings, resulting in improved learning. Radio and television as techniques of adult teaching should be studied in order to gauge their impact and to devise ways of increasing their educational effectiveness. More traditional approaches such as the lecture and discussion course need investigation to ascertain their effectiveness in comparison with other alternative techniques in particular situations.

There has been an apparent lack of endeavour in the objective evaluation of adult education programmes in Australia. The situation is changing slowly with the development of the discipline of adult education. In the past, assessment has largely been subjective and superficial rather than objective and systematic. This does not deny the value of intuitive judgment on the part of the teacher and adult educator but more precise measurement, and evaluation of learning activities has become necessary because of the increasing demands for adult education made upon limited financial and other resources. Not only do we need to justify adult education programmes but we need to improve them. Evaluation provides a means to do this, a tool with which to be self-critical.

There are many other areas of investigation which beg for attention. We have hardly begun historical research into early forms of adult educational provision in Australia such as the mechanics' institutes and the schools of arts, or the historical development of adult education in the various states. Also, the scope for the study of administration in adult education is considerable. We need to know much more about community development and communities in relation to adult education, more about the profession of adult education and adult educators themselves. There is so much to be done. In comparison with primary, secondary and tertiary education where a great deal of investigation has been conducted, research in adult education has hardly begun.

There is a need to involve both the outsider and the adult educator in research. Each has his contribution to make. I believe that every adult educator can contribute something towards the development of research by innovation and experimentation, and by gathering up-to-date and accurate information to replace the general and questionable impressions that are largely what we have today. Research must involve adult educators themselves: it should not be left to other university departments or bodies although their assistance would be invaluable. At the same time, it is important to remember that the adult educator is not normally chosen for his capacity to research but for his ability as an educator of adults. He should, however, be able to interpret and apply the research findings of others where appropriate to his own situation, and to make his own contribution to the body of knowledge about adult education. We may have to borrow the findings of overseas research until we can test the validity of these findings under Australian conditions. It is vital that the results of Australian research should be disseminated and applied as rapidly as possible.

Adult education research must be facilitated. A specific and co-ordinated plan should help to fill in research gaps more quickly. However, research takes time and cannot be hurried. Diversity of interest, while important, leads to sparsity of useful research because effort is dissipated in unconnected and isolated research areas. The co-ordination of effort, on the other hand, should serve to reduce the piecemeal nature of research by encouraging the pursuit of particular topics in a planned fashion. I believe it would be more desirable to have collaboration amongst adult educators, to set priorities collectively and to arrange integrated research projects so that we can concentrate on central rather than peripheral problems in adult education.

I suggest that never before have we needed research in adult education as much as we need it now. We are on the threshold of exciting new developments in adult education in Australia. New educational institutions are coming into existence and the adult education movement is gaining new momentum and taking new directions. Research has a role to play in this development. It can provide the knowledge with which we can develop the kind of adult education provision which will meet the pressing demands of our times.

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# 53. SYNDICATE "B" REPORT

# ADULT EDUCATION RESEARCH

JOAN ALLSOP,
RAPPORTEUR.

After reviewing the paper presented by Mr. Berry Durston Syndicate members developed three major questions for discussion:-

(a) The Nature of Research - what it is, how it is done, who participates, how is evaluation made?

(b) Research in Adult Education - what data should be collected regularly by all agencies, whose responsibility it is to make this available, how such information can be disseminated, what facilities are needed, what use can be made of overseas projects?

(c) The Role of the A.A.A.E. in Research - needs and priorities for general suggestion, integrated schemes, dissemination of information, publication of rare or difficult to find material.

## (a) The Nature of Research

It was agreed that good research need not necessarily be restricted to the collection of factual information and its interpretation, but could also include philosophic examinations of the nature of Adult Education, the clarification of principles, etc. What is essential is to have proper documentation and properly based analyses, and the need for the next step kept in mind continuously.

A distinction was made between the evaluation of research and evaluation as research and the worthwhileness of much so-called "research" in education was discussed. E. Wandt's book (for the American Educational Research Association) A Cross-Section of Educational Research (David McKay, N.Y., 1965) was mentioned. Time was spent discussing whether or not some fairly limited areas of investigation might be undertaken simultaneously in a number of States and regions, using a basic questionnaire or assessment sheet, which would provide a much wider perspective of what is being attempted overall in a particular field in Australia.

Problems and difficulties of doing research in evaluating different types of activities were itemised, but it was felt that perhaps steps might be taken towards developing some standard criteria for such purposes. One good result of anticipating later evaluation could be that clearer definitions of aims and purposes would result in initial stages of planning.

The Syndicate then resolved that it be recommended to the Executive of the A.A.A.E. that in some future conference a workshop on evaluation be arranged for researchers at which submitted papers on procedures should be discussed and critically examined. If continuous information on essentials was collected annually by all agencies, then extra information to supplement and expand this could be obtained through periodic surveys.

### (b) Research in Adult Education

In discussing participation in research on Adult Education it was generally agreed that stronger efforts be made to involve such University Departments as those of Sociology, Psychology and Education and that the following statement from Durston's paper be incorporated in this report.

"There is a need to involve both the outsider and the adult educator in research. Each has his contribution to make. I believe that every adult educator can contribute something towards the development of research by innovation and experimentation, and by gathering up-to-date and accurate information to replace the general and questionable impressions that are largely what we have today. Research must involve adult educators themselves: it should not be left to other university departments or bodies although their assistance would be invaluable ..".

Further, it was agreed that the current situation is such that some overall general plan within which special projects could be got under way should be evolved. Members of the Syndicates had previously handed in four research topics they felt should have priority in any such planning and these suggestions, as weighted by accepted criteria, evolved into the following list:-

(i) Survey of Adult Education provision in Australia (e.g., an administrative study, language teaching, provisions of a particular institution to gain ideas for future planning).

(ii) Histories of Adult Education (e.g., particular institutions, educational development, broad Australian view).

(iii) Methods and techniques (e.g., application, effectiveness).

(iv) Bibliographies, readings.

(v) Motivation for Adult Education (interests, needs, credit).

(vi) Evaluation studies.

(vii) Participant studies (characteristics of student participation, dropouts).

(viii) Training needs for Adult Educators. (staffing, professional functions).

It was emphasised that a great deal of useful and valuable material is buried in agency archives and needs to be assembled and made available. If this can be done, and knowledge obtained of what research is going on at present, then it can more readily be seen what gaps exist and how they can be filled.

The Syndicate recommended:

(i) That all Adult Education agencies be asked to examine their existing records and come to some decision regarding depositing them in their respective State Archives.

(ii) That all Adult Education agencies provide the A.A.A.E. with handlists of these and other relevant unpublished documents to supplement the imminent Crew bibliography.

The Syndicate also noted the general sloppiness and unsystematic layout of many publications, brochures, etc. (e.g. absence of year in notices of coming events) and suggested that this matter be brought to the attention of the various agencies.

In discussing the value and use of overseas research in the Australian scene it was felt that this could be useful (with reservations) for comparative studies; that some studies could provide guide lines so that a useful basis could be provided for the assembling and classification of data; that some could be used as models; but that, generally, no general conclusion could be made. After the enumeration of research known to be being undertaken at present, it was agreed that a member of the Association (perhaps B. Durston) should be asked to make an annual compilation of on-going research in Australia, using University publications for check lists and to present this to the Annual Conference. Provision, perhaps, could be made at each Conference for people in research to come together in a workshop with, perhaps, "Research and Research Problems", additionally, as a topic for one or more plenary sessions.

## (c) The role of the A.A.A.E.

(i) To help with publication directly.

(ii) To recommend suitable manuscripts for publication by other publishing firms.

(iii) To provide an annual listing of on-going research in the Australian Journal of Adult Education, to be checked the following years for progress.

(iv) To make better use of the "Newsletter" for the exchange of information, to record work in progress, new publications, and so on.

(v) To consider using some possible localised research (e.g. the N.S.W. project, B.H.P. work, S.A. Adult Education Centres) as the basis of a much larger project for which funds could be sought from foundations, a Fulbright visitor used, etc.

(vi) To discuss how we can overcome the natural caution and suspicion of State Departments to outsiders doing research on Departmental activities.

(vii) Efforts to be made to interest those in authority in educational circles, e.g., Directors General of Education, to become members of the Association, to attend Conferences themselves and to allow their officers to attend Conferences held outside their own States (Executive Chairman to write to this effect before each Conference).

(viii) To encourage other University departments to conduct research in the field of Adult Education.

(ix) To devote the next Conference, or a major part of it, to the topic "Professional Training for Adult Education and Research".

(x) Executive to try to ensure that representatives from every field considered at this Conference be present at succeeding Conferences.

## 54. METHODS : DISCUSSION SYNDICATE "C"

Syndicate Paper :

# A TECHNIQUE OF ADULT GROUP EDUCATION DERIVED FROM THE SOCIAL SCIENCES

by ALBERT ENGEL,
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DEPARTMENT OF AGRICULTURE, S.A.

In the field of child education, a large body of research has led to the development of a valuable modicum of theory; this in turn has provided a foundation on which new and more sophisticated teaching methods have been, and are being, devised.

On the other hand, and probably because of very special problems involved; research in adult education has been scanty. Certainly aspects of the effect of age on adult learning and intelligence have been afforded a good deal of attention. And despite the inherent weaknesses of much of the experimentation, Welford (1958) has made a valuable contribution in his eclectic handling of more significant contributions that date back 40 years. In an overview that looks at work with adults associated with the related disciplines, de S. Brunner (1959) appraises mainly American research, but fails to tie together this material and develop notions on effective teaching-learning practice. Kuhlen (1962) in a psychological approach certainly makes some piecemeal suggestions for teaching practice. But once again, he leaves many blank spaces for the adult educator who is dealing with a subject to which students may often attach firmly rooted attitudes and values.

Take Agricultural Extension as an example : In Agricultural Extension this consideration is often paramount. In addition unless farmers perceive a suggested technique as relevant to their situation in all respects they will not bother to adopt it - much less learn the details about the technique. To further complicate the issue, farming problems are often not clearly defined by farmers and in this event the relevance of particular recommendations also fades.

More important still, many farm practices in a particular district are often accepted as "the thing to do" locally - they are normative. We also find common local values and attitudes which in turn evolve out of local knowledge (beliefs). These ideas and practices do not originate from individuals, they are the product of what we might term a "group mind", the outcome of interpersonal relationships and influence between people who are mutually attracted as personalities or who have kinship relationships.

## Group Influence

The importance of groups in influencing members' opinions, attitudes, decisions and actions has been amply illustrated by Katz and Lazarsfeld (1955). And despite claims that it is difficult to generalize from group theory to adult education, recently, Tully (1964) proposed a systematic approach to agricultural extension which has given promising results in the field.

Based on generalizations from both sociological theory and learning theory, Tully's plan involves two main features :-

(a) That extension officers work with reference groups - and so derive the benefits of group influence in learning and adoption of new practices, and

(b) To use a Model of the Education Process (Fig. 1) in the group setting. Originally prepared by Dewey (1931), this model has been adapted for agricultural extension and provides step-by-step guidelines for the teacher.

The success of this plan is dependent on three conditions, namely:-

(a) That groups are helped to recognize and define common problems.

(b) That correction of those problems is seen as relevant by each individual in the group in so far as he both sees it fitting to his farm and is physically and financially capable of applying the correction; also provided he sees the correction giving some form of material and/or personal gain. Acceptance by a group majority provides social support for individuals to "change".

(c) That the skill of the extension officer must be of a high order in facilitating group processes in a task-oriented setting and as a teacher in his technical field.

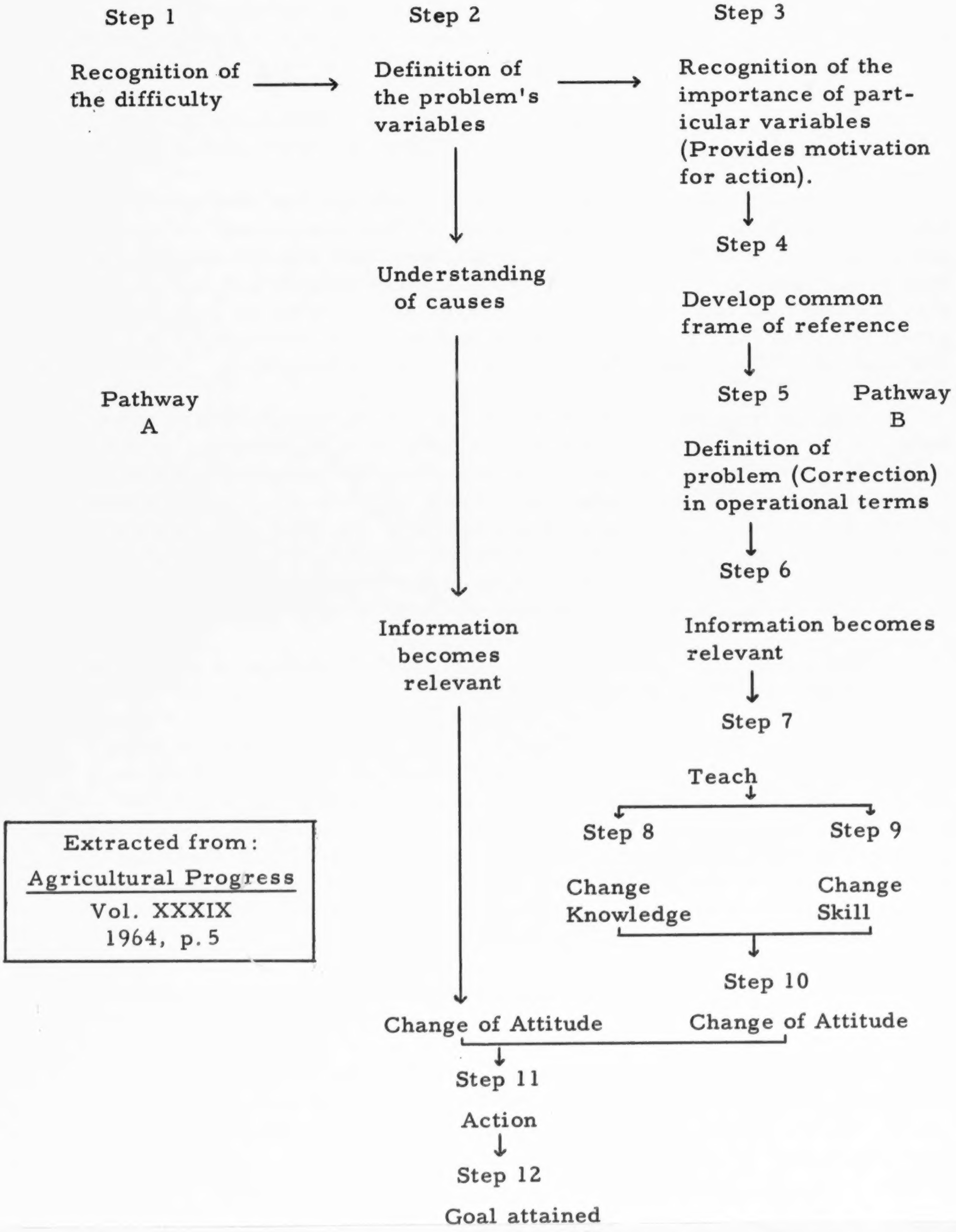
It is the purpose of this paper to briefly examine this model of the Educational Process and some of its more important implications for adult education, including agricultural extension. It will also present parts of an actual extension situation in which it has been used.

## Model of the Educational Process

The model comprises a number of both instrumental (or operational) and purposive steps; there are, as well, two pathways - Pathway A, in which the group members know the background of the problem well, and are helped to understand the causes. By virtue of this, they are expected to pursue the goal in question. Pathway B is more frequently followed because of lack of clarity and structure in local group knowledge.

Fig. 1. A Model of the Educational Process

Adapted by Tully for Agricultural Extension


Step 1
Recognition of the difficulty
Step 2
Definition of the problem's variables
Step 3
Recognition of the importance of particular variables (Provides motivation for action).
Understanding of causes
Step 4
Develop common frame of reference
Pathway A
Step 5
Pathway B
Definition of problem (Correction) in operational terms
Step 6
Information becomes relevant
Information becomes relevant
Step 7
Teach
Step 8
Step 9
Change Knowledge
Change Skill
Step 10
Change of Attitude
Change of Attitude
Step 11
Action
Step 12
Goal attained

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Step 1: Recognition of the difficulty.

By helping a group to recognize that they have a problem they become motivated to solve it. Further, this step is necessary to the extension officer; it helps him in his understanding of the problem as it occurs locally and as well, helps to reveal local attitudes.

Steps 2, 3 and 4: Definition of Variables, Importance of Particular Variables and Developing a Common Frame of Reference.

In Steps 2 and 3, the assumption is made that the total group knowledge of the problem is a summation of "bits and pieces" known by individuals. The aim is to help the group structure this information in Step 2, and when they see how important certain aspects are in Step 3, they become motivated to action. The extension officer can help the group by providing information that is lacking or by correcting misinformation. Where possible, he draws this from the group.

Just as important, during Steps 2 and 3, in revealing its knowledge (beliefs) and the associated values, attitudes and farming norms, the group provides the extension officer with information essential to his skilfully handling the current social and technical situation. In other words, he can adjust his frame of reference (goals, teaching methods, etc.) to that of the group (Step 4). Actually Step 4 becomes operative during Steps 1, 2 and 3, and is not discrete as shown on the model flow chart; it is a "purposive" rather than an "operational" step.

Steps 5 and 6: (Correction of) the Problem Defined in Operational Terms Information become Relevant.

Provided all aspects of Steps 1, 2 and 3 are dealt with in detail and are fully accepted by the group, each member should be asked to consider the problems of application of corrective measures and how these might be overcome. The group should in fact be helped to solve problems of application as these are brought forward. In this way the information automatically becomes relevant to the group as a whole and to individuals (Step 6). Much of the success of these two stages can arise out of the practice of group self-help.

Once again Step 6 is purposive rather than operational; diffuse rather than discrete.

Steps 7, 8 and 9 are instructional in that the group now actually asks for further theoretical background or instruction in manipulative skills. These stages may take the form of a field day using, for example, a method demonstration.

Steps 10, 11 and 12 are obviously purposive - what we might term consequents to the preceding antecedents.

## Theoretical and Practical Implications in Applying the Educational Model

### A. Sociological Factors

Tully (1966) has pointed to the necessity of working with reference groups * rather than with collectivities (i. e. gatherings of strangers) for the following reasons :-

1. Interaction between members of a reference group tends to suffer fewer restraints than between strangers; hence members usually help one another by exchanging information more freely. Our aim is in fact, to obtain greater quantity of interaction between all members.

### * Reference Groups

In specifying reference groups, Tully draws heavily on both Reference Group Theory of Merton (1957) and on Homan's Interaction Theory. Homan's (1951) suggests that social groups come into existence so that their members may survive in their environment. Environment may be thought of as comprising three elements - the physical, the technical and the social. For the Australian farmer, all three elements are significant; for him too, "survival" means solvency and continued existence on his farm; for him, his farm must satisfy as well his personal and family needs.

To facilitate this "survival" and to satisfy their social needs, Tully (1966) suggests that Merton's concept applies well to Australian farmers. They tend to refer their activities (including farm practices) and general behaviour to groups which they either belong or aspire to belong. It is these groups that are the source of knowledge (beliefs), values and norms - they play an important part in the socialization of the individual; they help him "survive" in his environment.

Reference groups may be primary groups, i. e. small face to face groups or in perhaps some cases, secondary groups.

Quantity of interaction can be further stimulated when the extension officer -

(a) Facilitates development of a permissive atmosphere in the group setting;

(b) Uses small sub-groups of 4 to 6 individuals in the group setting. These sub-groups are allowed to form by spontaneous interselection. Questions are put to the sub-groups and each individual is asked to record his personal views. These are discussed by the sub-group and its findings are reported back and posted publicly together with the number of individuals concerned in the decisions. This has been called the small group technique; when specifically concerned with problem definition, it has also been termed the problem census.

A further and important advantage of using reference groups is the continuation of interaction after an Extension get-together. In the Australian scene this has been called the "grape-vine".

2. Group processes can be more rapidly facilitated with an established group by a socially competent extension officer. By socially competent we mean one who is perceived by the group to be helping them in the task setting. A useful concept in this regard is that the extension officer exhibits leadership behaviour - he facilitates, influences; in the terms of Halpin and Winer (1960) he would show "consideration" and would as well "initiate structure" in interaction. With this behaviour we would expect to occur in the group :-

(a) High quality of interaction - in the task performance members would assist one another by correcting information and adding to existing information. Mutual friendliness between members (group cohesion) would also tend to high quality and quantity of interaction; group cohesion is only possible in a stable group.

High quality of interaction further reflects another group process - functional leadership. Through this dimension of group activity, the most knowledgable members of the group are expected to help "followers" in the performance of the task.

(b) Group Concensus, Commitment, Social Support and Social Control - many farming methods in any particular district are locally considered necessary procedures; they are normative, and any local farmer who uses some "new fangled" idea is "a bit peculiar". Norms of course apply to other aspects of behaviour; attitudes may as well be normative.

Once a group completely understands a farming practice and the majority of members see it as entirely relevant (Step 6 of the Educational Model) to their farming and social situation, they have reached the stage of group concensus or agreement. The extension officer has in fact helped them to change their thinking (cognitions) their values and attitudes. With techniques used by Lewin (1965) in his group action experiments, the extension officer may actually obtain group commitment. In other words the new practice now becomes normative; social control then tends to impel members towards adoption, and social pressures are brought to bear on deviants. For those members who may be hesitant, there is social support to a change in his farming methods.

Admittedly if a farming practice under discussion is not a normative (and a change is proposed) the social pressures and constraints may not be as powerful. On the other hand, there is abundant evidence to suggest that social influences occur in the group setting that are absent when the individual makes a decision. Such social forces were demonstrated by Sherif (1965) in his classical autokinetic effect studies and later by Asch (1965). Again group concensus in such extension situations provides the individual with social support in deciding to change.

### B. Pedagogical Factors

The Model of the Educational Process implies that the very best teaching methods possible are used, and in this regard we would question the efficacy of the "jug-to-mug" methods so commonly employed in adult education. One may firstly reflect on the experimental work that relates to effect of age and education on congnitive ability; we then soon realize how important the two basic conditions for learning, comprehension and motivation, really are :-

(a) Comprehension: the Educational Model automatically takes this factor into account in Step 2. By drawing information from small groups and posting the details for everyone to see under headings which are in fact important variables, we are helping to satisfy the "comprehension" component as much as possible. If these stages are not carried out with meticulous care, it will not be possible for individuals to accurately engage in the more complex cognitive tasks of transfer of knowledge and generalization of concepts in stages 5 and 6 of the model.

(b) Motivation for Learning: This complex field provides many problems, particularly when motivation for learning and action become interrelated and perhaps interdependent. However, presuming an individual farmer is motivated to take action from Step 3 of the model, he may still have to learn a good deal more in terms of application of principles. From findings in educational psychology research, it appears possible to help people whose drives in this regard are not sufficiently strong.

A useful approach has been suggested by Campbell (1967) for the purpose. The procedures and methods suggested, although derived out of research in schools, appear to have direct application during operation of the model. Very briefly, Campbell considers the subject in the light of readiness for learning - both cognitive readiness and affective readiness.

(i) Cognitive Readiness - this factor stems back to comprehension; in helping farmers to structure their own information, motivation is provided because the learning becomes easier.

(ii) Affective Readiness - I. Lower level needs and need achievement. The aim in this area is to arouse the desire to succeed, a motive commonly known as need achievement and otherwise termed by Maslow (1962) self-actualization. In Maslow's concept, self-actualization is only aroused after certain lower level needs are first satisfied. In the group context the extension agent may help to satisfy safety needs (when for example discussing poisonous insecticides); he can satisfy affiliation needs by using the small group technique amongst a reference group esteem needs find satisfaction from quantity of interaction.

II. Direct arousal of need achievement. Several essentially complimentary techniques are suggested as a method of arousing the desire to succeed in learning. Perhaps the best way to consider these is from the point of view of:-

(a) Teacher Characteristics: A teacher who is perceived by his students as psychologically "warm" - who encourages his students and helps to clarify statements and thus provides insights into the issue under discussion - will tend to arouse this motive.

A further psychological characteristic "nurturance" also appears to strengthen the "warmth" element. By nurturance is meant social competence - ability to maintain a harmonious workshop atmosphere in a climate of mutual respect.

(b) Teaching Methods: Experimental evidence suggests that other elements are needed to support teacher nurturance and warmth in need achievement arousal. These elements have collectively been described as "challenge" or "demand" cues. McKeachie (1962) quoting experimental evidence proposes that for adults, challenging verbal cues that relate to satisfaction from learning should not be provided. Rather should they be intrinsic in the lesson itself. This supports Campbell's view, who quotes the problem solving situation as a valuable source of challenge. Problem solving is intrinsic to the model up to step 5.

(c) Subject Difficulty: Finally, it has been suggested that need achievement arousal is most likely when students hold average expectations of success in solving a problem. Very difficult problems are liable to frustrate and over-easy ones have little motivation value. Perhaps a problem slightly beyond the group capability might offer certain advantages.

Tully (1967) has proposed a systematic approach to the assessment of problem difficulty. In this, the concepts of chronicity of the problem, complexity of the causes and of the treatment are interrelated in a mathematical model that provides an index of difficulty. This could be a valuable tool for extension officers in deciding how deeply he can delve into a subject in a problem solving setting.

## General

With the technique outlined it is suggested that extension workers in dealing with "natural" groups could expect more rapid adoption of developments in agricultural technology. Further, because it deals with groups rather than with individuals, the costs would be lower.

At least one membership reference group has been identified in Queensland as well as several other social groups in N. S. W. (Tully, 1964). Because of the long-term duration of Branches of the Agricultural Bureau in S. A., and because of their norms and goals, it is suspected that these too are membership reference groups.

The method proposed has fairly solid foundations in theory. But it is recognized that much more exploratory research is needed and as further research and theory are developed in the social disciplines, our approaches to extension could alter as well.

## Extension Example

Extracts from an extension situation in which the model of the educational process has been used.

The situation occurred in a branch of the Agricultural Bureau located in the Murray Mallee. Early in 1967, a problem census was conducted in the branch and out of this we developed a series of sessions (monthly) based upon problems which were common to the majority of members. One of these sessions (a night meeting) was "lamb losses up to marking"* and this was to include "something on teaser rams"**.

Preparation by an extension agent for a session involving the use of the model generally take several hours. He has to know as much as possible about the social and local technical background of the group as possible, and of course he has to have the technical subject at his fingertips. As the lesson should involve at least some problem solving with the maximum amount of interaction, questions have to be asked. In this instance, it was decided to determine the status of "group information" with questions and to set up the problem solving out of the answers. The questions must of course be free of ambiguity and they must reveal the maximum amount of information because time is an important factor-that is as few questions as possible is the aim.

During the session the group was asked to break up into sub-groups of four individuals in any way they liked and the small group technique was used in posing the questions.

The questions, answers, proportion of group that gave particular answers, the reasons for the questions and the step they would occupy in the model are as follows:- See next page.

* Lamb marking is the colloquial term frequently used to refer to removing lambs' tails and castration of ram lambs at about four weeks of age.

** Teaser rams are entire males on which an operation is performed to make them infertile without interfering with their libido. They are placed with ewes before the rams to obtain a maximum number of conceptions in the shortest possible time. Thence lambing management is facilitated since most of the ewes lamb within a fortnight.

| | QUESTIONS | ANSWERS | PROPORTION OF WHOLE GROUP ANSWERING | REASONS FOR QUESTIONS AND REMARKS | STEP NUMBER IN THE MODEL |
|---|---|---|---|---|---|
| 1. | Do you consider your lamb losses up till marking serious? | (a) Yes<br>(b) No | $\frac{3}{4}$<br>$\frac{3}{4}$ | To confirm the findings of the original problem census and reveal attitudes | 1 |
| 2. | What was your approximate lamb marking percentage* during the past 5 years? | 75% - 80%<br>More than 80% | $\frac{1}{2}$<br>$\frac{1}{2}$ | To confirm or deny question 1 and to provide information for the extension officer | 1 |
| 3. | Do your most serious lamb losses occur<br>(a) in the first 48 hours after birth<br>(b) after the first 48 hours until marking | (a) First 48 Hrs.<br>(a1) First week<br>(b) thereafter | 1/3<br>1/3<br>about $\frac{1}{4}$ | Normally the biggest losses occur in the first 48 hours after birth. Answer (a1) suggests faulty observation during long periods of lambing. Answer (b) appears to confirm the answer 1(b). This question is designed to give the group an overall picture of the main loss sequence | 1 and 2 |
| 4. | Do you consider your most serious lamb losses are due to<br>(a) Seasonal factors<br>(b) Other factors<br>(c) Both | (c) | majority of those present | This question will determine attitudes - if any had said "season" we would have known they were defending poor management; in fact good management is the basis for preventing many of the lamb losses | 1 and 2 |
| 5. | What are the "other factors" that cause the most serious losses | The groups gave a long series of answers; the two that were of most importance were<br>(a) losses caused by foxes, crows and eagles.<br>(b) low fertility of "maiden" ewes (= young ewes having their first lambs) | <br>2/3<br>2/3 | This question is designed to help the group decide the major causes of lamb losses | 2 |

* For the reader's information lamb marking percentage = $\frac{\text{No. of lambs marked}}{\text{No. of ewes in the mob}} \times 100$. It therefore includes ewes infertility as well as lamb losses.

From Question 5 the group clearly knew most of the causes of lamb losses, but in the two major causes some help had to be given as follows:-

1. Low fertility in maiden ewes

Steps 3 and 4. New information was made available which suggested a method of increasing the fertility of maiden ewes. This was readily accepted as an important variable in lifting marking percentages.

Steps 5 and 6. The information stipulated that "teaser" ram lambs be left with the ewe lambs until they were mated. The group could see no problem in this - except that not one of them could perform the "teaser" ram operation. So that operationally, the information was relevant but manipulative skill had to be acquired.

Steps 7, 8 and 9. A field day at which the group will be taught the operation was arranged.

2. Losses from foxes, crows and eagles

Lamb losses from predator attacks are believed by many farmers to be one of the most important of all sources of loss. On the other hand objective observation has revealed that predators (particularly foxes and crows) tend to attack weaker lambs. Now experimental work has revealed that the proportion of weaker lambs in a flock decreases when the ewes are well fed with supplements for a few weeks before lambing. This in turn leads to a marked lowering of losses from predators.

When dealing with this subject, experience has shown that an extension officer must "tread cautiously". So often have farmers expressed strong opinions; so often has the situation become tense.

In this instance, instead of stating what the research findings were, we asked the whole group some questions.

Step 4. Question1: How serious have losses from froxes been?

Answer: Very serious - Up to 60 foxes have been seen on a property in one night (plus much more interaction).

Question 2: Is it true that all foxes kill lambs?
Answer: No, not necessarily - some do, some don't. One member stated he had seen a fox go through a flock of ewes and lambs without disturbing them. Others agreed with this.

| | |
|---|---|
| Question 3: | What do you think of the idea of rogue foxes - the idea that a few are known to be killers - and yet most foxes do not kill - they go more for offal? |
| Answer: | This appears to fit the picture fairly well (plus a good deal of interaction on personal experience). |
| Question 4: | Do these rogue foxes attack any particular type of lamb? |
| Answer: | Certainly, the weak ones (plus much more interaction concerning experiences). |
| Question 5: | Do you think you could get over this problem - you know, get a crop of heavier lambs? |
| Answer: | Oh yes - feeding will fix that. |

Earlier in the evening the group had told us they fed ewes barley hay before they lambed, but admitted it was inadequate. They were asked to comment on a suitable ration and replied that it was too costly. In the above set of questions they revealed that they had all the facts we knew about the story, but were obviously not prepared to accept them as valid in their situation. Here was a complex pattern of negative attitudes that had to be dispelled if the night was to be successful.

The answer appeared to be ready made. If we could convince them that the ration would yield a profit by giving an additional percentage of lambs, obviously they would accept it for the purpose of getting larger lambs. A case of more and better lambs for the investment.

Steps 4, 5 and 6. The group was helped to work out estimated gross profitability from a mob of 300 ewes fed barley hay and yielding 80% lambs; they then compared the returns from a similar mob fed the suggested ration and yielding 90% lambs. They decided the size of mob, increase in lambs, cost of feed etc. The technique used is called Gross Margins Analysis.

The answer - the group decided it was six of one and half a dozen of the other using those figures. They knew too that if the 80% lambing quoted was too high they would earn a profit; and one member had already stated that he got more than 100% by feeding.

We left off at this stage knowing that the group had worked very hard for 2½ hours, that they would think much more next day about whether it would be worth taking something of a risk on feeding more. After all good management does imply planning and taking some degree of risk.

Note: 1. Step 6 is the obvious end to the predator story in the model. Steps 10, 11 and 12 should follow if these farmers think more about this meeting.

2. Each member receives a duplicated summary of the night's proceedings.

Summary: A technique found to be of value for field application in agricultural extension is presented. The technique is based to a large extent on small group theory and at the same time draws heavily on theory developed in educational psychology. It operates specifically with "natural" groups and systematically draws on group knowledge. The technique aims at changing group attitudes and norms.

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# 55. SYNDICATE "C" REPORT

## ADULT EDUCATION METHODS

by ALBERT ENGEL,
RAPPORTEUR.

Approximately 20 delegates attended the methods syndicate group and these were given an outline of an adult education technique used in agricultural extension, on Sunday with a view to their considering its possibilities in other fields of their work.

The technique involves the use of what is known as the educational model - small group method and requires that a large group be divided into a number of sub-groups of 4 to 5 people for the purpose of developing inter-personal discussions and relations and thus helping one another in a problem solving situation.

On Tuesday and Wednesday a series of questions was put to the group with the purpose of -

(a) Formally establishing the method, and

(b) Following the steps of the educational model - in other words, questions were put to develop self-help in the group, more particularly in drawing on their own background and knowledge. This was structured. The group was then asked on the Wednesday to consider certain problems in application to their own fields.

The questions (and answers) were as follows:-

In the following setting:
You have decided to ask a group of experienced adult educators under your authority to learn and adopt a new teaching method of known high efficiency.

Question 1. Do you consider your goal would be more effectively attained by -

(a) Teaching them in the usual way and instructing them to apply the new method;
or
(b) Using the educational model - small group technique;
or
(c) Combining both methods;
or
(d) Using another method.

Answers in terms of numbers of members.

(a) 3

(b) 8 (also 4 bd)

(c) 3

(d) 1 (5d?)

Comments

1. The affirmative given to item (a) arose out of a misunderstanding of the question and the group later decided that their answer would be (b).

2. 4 people who gave an affirmative under (b) considered that this should be a combination of (b) and (d). No indication was given of the method to be used in (d).

3. 1 person indicated that he would use another method altogether and 5 people thought they would use another method, but did not indicate what that would be.

It is fairly clear from these replies that the group majority were more or less favourable to the technique as they understood it.

Question 2. Assumptions:

(a) You have decided to use the educational model - small group technique.

(b) There are 20 experienced adult educators in the group.

Question: How best would you proceed with Step 1, i.e. helping the group to recognise that their present method has deficiencies, and that "a new teaching method" was superior; in other words that there is a problem and to define it?

Guidelines:

The group was given a pattern on which to reply as follows -

1. Sub-groups - ideal size?
2. Teaching - learning setting -- classroom, staff room, etc.
3. Presentation:
   (a) Opening - What would be the best approach to take in opening the session.

   (b) Body of presentation -
   (1) Lecture ) Theory
   or (2) Questions ) Method
   or (3) Both ) Attitudes
   efficacy of
   methods (evaluation)

Comments

Obviously these members were highly experienced, but it was interesting to note that not one of the 20 perceived in Step 3 of the model the necessity that all students should have a complete and thorough knowledge and accept this before moving to the stage of asking them to consider application in practical terms.

Question 5. This question was put to the group on Wednesday and they considered the answers for three hours.
It is Step 5 of the educational model, in which a group is asked to consider the information in terms of applying it in their situation. It is straight problem solving.

Question: In your work as an adult educator, what problems can you foresee if you wish to apply the educational model small group technique with respect to -

(a) using a classroom setting;

(b) working with collectivities (groups of strangers);

(c) finding reference groups either -
  (i) natural, or
  (ii) in organisations

(d) subjects or subject area

(e) physical application of the method re-skill of teacher, speed of teaching or any other reasons;

(f) any aspect not previously mentioned.

Answers:

(a) The groups all decided to divide the answer to this question in three sections. They said that the physical situation in classrooms provided problems in setting up discussion groups; that there were psychological considerations in that inhibition to inter-action would occur in classrooms; and to correct these problems they suggested -

1. Do not use a classroom if possible.

2. Move desks, or

3. Use the library or some other more congenial setting.

(b) Four separate answers came to this question as follows:-

Group 1. Leadership (formal) was required to help the group; a correct physical setting could help in this situation; a permissive atmosphere with formal leadership was necessary.

Group 2. A permissive atmosphere could be obtained with a collectivity and inhibitions broken down by having individual introductions, i.e. each student introduces his or herself.

Group 3. Same as Group 2 to overcome shyness plus formal leadership.

Group 4. Pointed out that there would be problems of personality, age, sex, religion and education. Consequently they suggested that the groups should be divided according to some common factor.

(c) The group preferred to reject the question, viz. finding reference groups and to substitute "should we use reference groups" -

(i) Existing, and

(ii) Can we facilitate development of reference groups.

There was no co-ordinated answer to these questions in that those present were not quite sure of the exact definition of reference groups, nor had they had any experience in dealing with this type of group.

One member did indicate that following a course the whole class continued to meet of its own volition and then later on asked for a course to give them a wider knowledge of the subject. This member felt that with "warmth" from the teacher that there was a greater likelihood of a reference group forming out of classes. The whole group agreed with this but not many had had actual experience of it.

(d) Subject matter areas;

The decision was that there were problems in specific subjects such as English, maths and hobby subjects such as woodwork, art, etc., but that other subjects could be taught with the education model where a previous background of knowledge was available.

An interesting comment was that the subject should come before the group and that it would actually determine group formation.

(e) All agreed that there were problems in physical application of the technique and that skill would be necessary in applying it. One group indicated that the most careful preparation would be needed especially in the field of aesthetics.

Another group indicated that difficult people would create problems - people that come to classes with prejudices and language difficulties.

(f) No additional comment was made by the group.

END
3-10-70